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ABSTRACT

This report describes resource use and program costs of the Elementary Secondary Education Act Title I programs in thirteen demonstration local education agencies (LEAs) during 1975-76. This analysis provides a baseline for comparing data from later years when waivers were granted for compliance with Title I guidelines. This study is concerned with changes in allocation procedures adopted by the participating LEAs. Cross-site comparisons are presented in this study for selected cross-study variables. Comparisons are reported for allocation and non-allocation policy factors, program delivery, and program costs. By-site comparisons are also reported. Each district description is arranged according to allocation policy, program delivery, and other factors. Findings of the study indicate that allocation policy options adopted by the districts resulted in small changes in the characteristics of students served. A slight increase in the proportion of low-achieving students served and a slight decrease in the proportion of poor students were observed. A decrease in the amount of time Title I students received compensatory language arts instruction was observed along with an increase in the amount of time Title I students received regular language arts instruction. Tables of data are included and a glossary of terms is appended. (MK)

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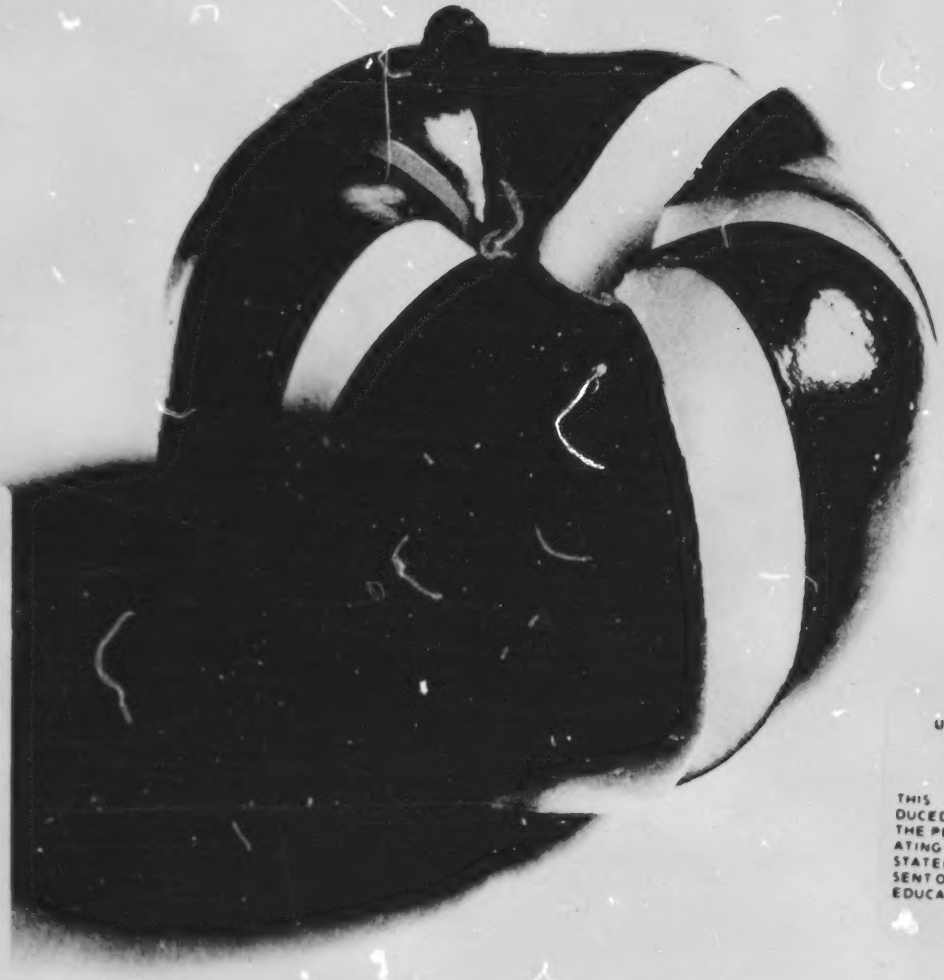

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Cost Analysis; Planning Year 1975-76

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FOREWORD

The Compensatory Education Demonstration Projects are a three-year study of the effects of changes in ESEA Title I funds allocation at the intra-district level. Thirteen Local Education Agencies (LEAs) are cooperating with the National Institute of Education, the sponsoring agency, and Abt Associates Inc., the research contractor in this research. During 1975-76 these school districts conducted their Title I programs under current federal Title I guidelines; certain aspects of these guidelines were waived for 1976-77 and 1977-78, and a number of unique and policy-relevant alternatives have been adopted.

This report describes resource use and program costs of the Title I programs in the 13 Demonstration LEAs during 1975-76. It therefore provides information about Title I allocation prior to the receipt of waivers. Future reports will compare data gathered during 1976-77 and 1977-78 with these baseline data.

In addition to the authors, a number of other individuals contributed to the completion of this document. Mr. David Poppe and Ms. Rosamund Ladner furnished much appreciated data processing support. Dr. James Vanecko, Mr. David Budding, and Ms. Nancy Ames provided in-house review and support. Ms. Susan Klie, as well as Ms. Mary-Ellen Perry and Ms. Claudia Kelly, took responsibility for coordinating the production of the many drafts of this report.

1.0 INTRODUCTION

The Compensatory Education Demonstration Study is a three-year study of the effects of changes in the procedures by which ESEA Title I funds are allocated at the intra-district level. Thirteen Local Education Agencies (LEAs) are cooperating with the National Institute of Education (NIE), the sponsoring agency, and Abt Associates Inc. (AAI), the research contractor, in this effort. During 1975-76 these school districts conducted their Title I programs under current federal Title I guidelines. For 1976-77 and 1977-78 certain aspects of these guidelines have been or will be waived, and a number of unique and policy-relevant alternatives will be implemented by the LEAs involved in the Demonstration.

One aspect of the Demonstration Study concerns the costs associated with the changes in allocation procedures adopted by the participating districts.* Although Title I allocations received by the Demonstration districts are not expected to change significantly during the Demonstration, many of the Demonstration LEAs intend to increase the number of schools and/or students receiving Title I services. It is expected that this change will cause change in the resource mix used to provide Title I services and therefore lead to changes in program costs.

The cost study of the Demonstration is based on a resource approach to identifying Title I costs.** This

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*Other areas of research are: 1) changes in the organization and administration of the compensatory programs and services delivered; 2) changes in services received by students; 3) effects on the characteristics of schools and students served; 4) effects on teaching practices; and, 5) community response to changes.

**For a description of the derivation of the model upon which the cost study is organized, see Chapter 12 of James J. Vanecko, et al., ESEA Title I Allocation Policy: Demonstration Study--Implementation Decisions and Research Plan (Cambridge: Abt Associates Inc., December 9, 1977). See also Studying the Costs of Title I under Achievement and Poverty Allocation Criteria, by J. (Huseby) Sjogren and G. Hentschke, presented at the meeting of the American Educational Research Association, New York City, April 1977.

approach allows comparison of how actual resources are used in various Title I programs as well as of their costs. It is especially relevant because program expenditures and program resource composition are directly related to the provision of student services. Thus, the study identifies and measures the costs of the resources used by a Title I program, such as instructional personnel, administrative staff, and instructional equipment, as well as of the services provided as a result of the use of these resources.

This report describes resource use and program costs in the Demonstration LEAs during the baseline year, 1975-76. Similar data will be provided for 1976-77 and 1977-78, the first and second implementation years, respectively.

1.1 Allocation Policy

There are two basic aspects of the allocation policy changes made by the Demonstration districts. These are: 1) changes in the criteria and procedures by which they determine which schools and students will receive Title I services (eligibility policy); and 2) changes in the numbers of schools and students served (distribution policy). It is anticipated that both of these changes, particularly the latter, will affect program delivery and program costs.

The allocation policy changes are described fully in a recent Abt Associates report devoted to the districts' implementation decisions.* Changes in eligibility policy and service distribution are summarized in Tables 1.1 and 1.2. Distributive changes are described in detail for each Demonstration district in Chapter 3.0 of this report.

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*Vanecko, op. cit.

TABLE 1.1

ALLOCATION POLICIES ADOPTED BY THE
THIRTEEN DEMONSTRATION DISTRICTS IN 1976-77

ALLOCATION POLICY	DISTRICT
DIRECT ALLOCATION Six Districts Serve Low-Achieving Students in All Schools Within Given Grade Levels	Adams County #12, Colorado (elementary grades 1-3) Harrison County, West Virginia (elementary schools) Mesa, Arizona (elementary, junior high, high schools) Newport, Rhode Island (elementary schools) Racine, Wisconsin (elementary schools) Santa Fe, New Mexico (elementary schools)
ACHIEVEMENT ALLOCATION Two Districts Rank Schools by Achievement and Serve Those Below a Cut-off	Charlotte, North Carolina (all elementary schools with 35% or more of the students performing below the 30th percentile) Winston-Salem, North Carolina (all elementary schools with 40% or more of the students performing below the 35th percentile)
POVERTY AND/OR ACHIEVEMENT ALLOCATION Three Districts Rank Schools by Poverty; Two Add Schools Ranked by Achievement	Berkeley County, West Virginia (elementary schools) Boston, Massachusetts (elementary schools) Houston, Texas (elementary schools)
STUDENT TARGETING EXPERIMENT Two Districts Make Intra-School Changes	Alum Rock, California (elementary and middle shools) Yonkers, New York (elementary schools)

TABLE 1.2

CHANGES IN NUMBERS OF ELEMENTARY SCHOOLS
AND STUDENTS TO BE SERVED

DISTRICT	% CHANGE IN ELEMENTARY SCHOOLS SERVED	% CHANGE IN ELEMENTARY STUDENTS SERVED
Adams County #12	443%	240%
Alum Rock	100	141
Berkeley County	10	76
Boston	14	4
Charlotte	16	-8
Harrison County	20	29
Houston	17	-9
Mesa	92	29
Newport	200	154
Racine	107	104
Santa Fe	46	56
Winston-Salem	184	83
Yonkers	0	20

1.2 Other Factors

Factors which are not directly related to the Title I Demonstration allocation policies (referred to as other factors) may influence both choice of Demonstration allocation policy and Title I program delivery. Such factors include:

1. Demographic characteristics, including district size and district poverty;
2. The level of regular educational expenditures--the level of non-federal per-pupil expenditures;
3. The level of educational costs, in particular, the level of teacher salary and fixed charges (fringe benefits); and,
4. The existence of other (non-Title I) compensatory education programs.

1.3 Program Delivery

Changes in program delivery may accompany changes in allocation policy and in turn affect program costs. The variables used to describe program delivery fall into two categories. Program descriptors to which a dollar cost cannot readily be ascribed are referred to as non-dollar descriptors. Variables which can be described in terms of a dollar cost are called dollar descriptors.

Non-Dollar Descriptors

Non-dollar descriptors include: 1) number and types of schools, and grade levels served; 2) number of students served; 3) administrative and instructional staff use (number and full-time equivalent by job title/function); 4) instructional scheduling (minutes per day, days per week, and weeks per year of Title I services); and, 5) type of space (classroom, specially equipped room, or other room type). These data were collected from program administrators' responses to questionnaires completed during site

visits.* From this information two measures of service were computed: 1) full-time equivalencies, or FTEs, (the proportion of total student instructional time spent receiving Title I services multiplied by the number of students receiving Title I instruction) and, 2) student/hours of instruction (total number of hours of Title I instruction per year multiplied by the average number of students per section).**

Because this information was supplied by district personnel after the conclusion of the 1975-76 Title I program, it represents the districts' versions of Title I program offerings. In general, this information, which describes the entire Title I program, has been comparable with data on services received by third and fourth grade students collected for other parts of the Demonstration research. Therefore, the results of the cost study may be used in conjunction with other results of the Demonstration research.

1.4 Dollar-Descriptors

The set of resources used to produce Title I services can be identified as program costs and measured in dollars. In general, program costs are described by the following breakdowns:

1. program component (e.g., reading, math, etc.);
2. type and amount of service;
3. grade level;
4. instruction, administration, other; and,
5. personnel/non-personnel.

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*This information has been fully described and referenced in D. Catherine Baltzell and Nancy Brigham (eds.) et. al., ESEA Title Allocation Policy: Demonstration Study--Site Descriptions for the Baseline Year, Vols. I and II (Cambridge: Abt Associates Inc., 1978).

**For further variable definition see Glossary in Appendix A.

1.5 Program Costs

Two measures of program costs are used: Title I program expenditures and estimated total program costs. These are described below.

Title I program expenditures (hereafter referred to as Title I or program expenditures), reflect the expenditures made from Title I funds during the program year. It is important to note that actual experditures rather than budgeted expenditures are used here. Although it is procedurally more difficult to obtain actual expenditures by resource type than to use budgets, actual expenditures have been used for two reasons:

1. Budgets reflect program plans, rather than actual resource use and program expenditures.
2. The extent to which budgets reflect actual resource use and program costs varies among the Demonstration districts. The use of actual Title I expenditures rather than budgeted expenditures insures comparability of Title I expenditures among the Demonstration districts.

District personnel, usually Title I program administrators, provided information on breakdowns of line items by resource type and by program activity.

Estimated total program costs reflect the "real" costs of a Title I program during a program year in terms of all the resources used by a Title I program, not necessarily those purchased with Title I funds. Thus, estimated total costs include both resources purchased with Title I funds and resources obtained from other sources. Information concerning the use of non-Title I resources, such as personnel, was collected through interviews with program administrators, during or subsequent to site visits. Administrators were asked to estimate the time spent by district or other compensatory program personnel on Title I activities. Actual salaries were used. Program administrators were also

asked to provide Title I expenditures for resources whose useful life exceeded one year (primarily instructional and administrative equipment) from the preceding five years. The cost of such equipment for one year was estimated and added to a similarly adjusted figure for the present year's capital and/or equipment. Space used was multiplied by imputed rent in each district. The imputed rent was calculated by dividing the sum of district annual operations, maintenance, and debt service (if paid by the LEA) by the total interior area of this district. These additions or adjustments were made to all direct expenditures for one year's use of Title I-purchased resources.

Comparing actual Title I program expenditures to estimated total program costs identifies the extent to which Title I expenditures reflect the real costs of a Title I program. Most of the differences between expenditures and estimated total costs are likely to be of the following types:

1) Resources provided by the district or other programs, such as instructional staff or administrators who provide Title I services either directly to Title I students or indirectly to Title I program staff, are likely to raise total costs relative to Title I expenditures.

2) Resources which were purchased with Title I funds in previous years, such as equipment or facilities, which are not included in program expenditures for the year in question but which are used by the program may increase total costs relative to program expenditures.

3) Expenditures which are made during the program year for types of resources whose useful life is greater than one year, such as instructional equipment, do not reflect the annual costs of the use of such resources during the program year, and will decrease total costs relative to expenditures.

This approach, in which a conceptual distinction is made between Title I expenditures and total program costs, is particularly relevant for the Demonstration Study because most of the Demonstration districts plan to change the distribution of services offered by their Title I programs by serving more schools and/or students without a significant change in the amount of their Title I allocations. The change in the distribution of Title I services implies a change in resource use, which, in turn, is likely to affect total program costs, even if overall Title I dollar expenditures do not change.

2.0 CROSS-SITE COMPARISON

This section of the report presents cross-site comparisons for selected cost-study variables. Particular attention is paid to program delivery and program costs.

Most of the data are presented in two forms: 1) for the total Title I program (including both instructional and non-instructional activities at all grade levels), and 2) for elementary (grades K or 1 through 6) instructional components only. Since many of the Demonstration Title I programs are structured differently from one another, it is important, particularly in descriptions of expenditures, to maintain comparability by assessing the whole Title I program. Since a large portion of such expenditures are used at the elementary level, and since the Demonstration research is focused on the effects of alternative allocation options on services at that level, it is important to describe the costs of those services.

Attempts to explore relationships among the 13 Demonstration districts face serious methodological difficulties. With the small number of cases, it is impossible to use sophisticated statistical analyses to examine the multiple determinants of program costs simultaneously. In addition, the small and self-selected group severely limits generalizability. Despite these problems, we have attempted to explore a number of simple relationships between various factors and program costs. We have used cross-classification of districts, scatterplots, and other descriptive analyses in order to identify such relationships. We feel that understanding the baseline year data will enable us to examine the change data more wisely.

While the cross-site approach is useful in determining patterns and/or variability among the Demonstration districts, additional perspective may be gained by examining the cost study data on a by-site basis. Thus, Chapter 3.0 presents additional detail for each of the 13 districts.

2.1 Allocation Policy and Other (Non-Allocation) Factors

Title I allocation policy as well as other district-specific factors influence both Title I program delivery and program costs. Tables 1.1 and 1.2 in the preceding section summarized the Title I allocation policies adopted by the Demonstration districts for the implementation years and the resulting redistributions of Title I services among schools and students. Table 2.1 below summarizes various district characteristics which, although not directly linked to Title I allocation policy, are likely to affect Title I program delivery and/or program costs. These factors include general district demographic characteristics (e.g., size and poverty), non-federal per pupil expenditures, teacher salaries, and presence of other compensatory education programs.

These district characteristics and others are described more fully in the individual site descriptions in Chapter 3.0. Their roles in the determination of allocation policy choices are also highlighted there.

As can be seen, there is wide variation among the districts on virtually all of these other factors. With respect to teacher costs, the average regular teacher salary for the Demonstration districts is similar to the national average. Average Title I teacher salaries are generally below the district average. It appears that this salary differential is due to Title I teachers having less experience (longevity) in the district than regular teachers.* The average level of non-federal per pupil expenditures in the Demonstration districts is below the national average.

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*For a description of the characteristics of regular and compensatory teachers, see James Vanecko, Francis Archambault, Nancy Ames, et al., ESEA Title I Allocation Policy: Demonstration Policy: Demonstration Study--Analysis of Baseline Data, Vols. I & II (Cambridge, Massachusetts: Abt Associates Inc, October 31, 1977).

TABLE 2.1

OTHER FACTORS

DISTRICT	DEMOGRAPHIC CHARACTERISTICS				NON-FEDERAL PER-PUPIL EXPENDITURES[5]	AVERAGE TEACHER SALARY[6]		AVERAGE TEACHER FIXED CHARGES (PERCENTAGE OF SALARY)	NON-TITLE I COMPENSATORY EXPENDITURES AS A PERCENTAGE OF TITLE I EXPENDITURES
	SIZE		POVERTY						
	AREA ATTENDANCE ELIGIBLE[1]	RELATIVE SIZE[2]	DISTRICT POVERTY[3]	STUDENT POVERTY SATURATION[4]		REGULAR	TITLE I		
Adams County #12	18,302	Small	6%	68%	$1,070	$11,100	$11,606	10.2%	57%
Alum Rock	15,049	Small	25	140	1,201	15,900	16,700	22.4	354
Berkeley County	9,891	Small	10	35	811	10,500	10,300	11.3	78
Boston	120,358	Large	40	32	1,300	17,500	14,000	0	30
Charlotte	77,183	Medium	20	43	1,296	12,650	9,600	14.9	0
Harrison County	16,705	Small	19	45	676	11,615	9,500	12.7	0
Houston	213,379	Large	23	45	837	12,500	11,600	1.5	48
Mesa	28,252	Medium	8	218	1,345	12,223	9,017	12.7	34
Newport	5,327	Small	24	42	1,844	13,400	11,158	13.5	94
Racine	35,267	Medium	16	26	1,351	11,500	9,800	25.0	111
Santa Fe	13,704	Small	25	32	893	11,500	10,200	13.0	132
Winston-Salem	44,635	Medium	21	47	1,162	11,800	12,600	16.7	0
Yonkers	38,772	Medium	16	63	2,280	17,500	16,500	23.7	98
AVERAGE ACROSS DISTRICTS	52,694		20%	64%	$1,235	$13,084	$11,737	13.7%	
NATIONAL AVERAGE[7]					$1,277	$12,527		11.3%	

[1] Data obtained from Title I applications.

[2] Relative sizes of districts based on comparisons from NCES, Condition of Education 1976.

[3] District poverty estimated by the proportion of poverty-eligible students to area attendance eligible. (For definition of poverty-eligible students, see Glossary, Appendix A.)

[4] Student poverty saturation estimated by dividing the number of students served in Title I by the number of poverty-eligible students.

[5] Data obtained from Title I applications of LEA officials.

[6] Includes teacher and/or specialist salaries only. Aides are not included.

[7] Data obtained from Market Data Retrieval, National Comparison of Local School Costs, 1975-76, 2nd Edition.

TABLE 2.2

NUMBER OF TITLE I STUDENTS SERVED IN 1975-76 AND NUMBER AS A PERCENTAGE OF TOTAL DISTRICT ENROLLMENT (TOTAL PROGRAM)

DISTRICT	NUMBER TITLE I STUDENTS SERVED	NUMBER OF STUDENTS SERVED AS A PERCENTAGE OF TOTAL DISTRICT ENROLLMENT
Adams County #12	775	4.2%
Alum Rock	5,280	35.1
Berkeley County	630	7.2
Boston	15,210	12.6
Charlotte	6,713	8.7
Harrison County	1,429	8.6
Houston	22,250	10.4
Mesa	4,929	18.6
Newport	535	8.1
Racine	1,466	4.2
Santa Fe	1,097	8.4
Winston-Salem	4,375	9.8
Yonkers	3,925	14.2
AVERAGE ACROSS DISTRICTS	5,278	11.5%

2.2 Program Delivery

2.2.1 Students Served

Columns 1 and 2 of Table 2.2 indicate the numbers of students served by Title I programs in the 13 Demonstration districts and Title I enrollment as a percentage of total district enrollment. The mean percentage of district students served by Title I was 11.1% in 1975-76. Only Alum Rock differed substantially from the other districts, as 35.1% of its students received Title I services.

2.2.2 Amount of Title I Services

Table 2.3 describes the total amount of services measured in total student FTEs and the concentration of Title I services, (measured by comparing total student FTEs to the number of students served) for the total program and for elementary instruction only. This ratio represents the proportion of an "average" Title I student's instructional day which is provided by Title I. The mean concentration is .13 for the total Title I program and .12 for elementary instruction only. This may be interpreted to mean that, overall, Title I students are estimated to receive 13% of their instruction in Title I and that elementary students are estimated to receive 12% of their total instruction from Title I-supported services. The most concentrated services are offered in Alum Rock,* Boston, and Winston-Salem, where Title I students are estimated to receive 45%, 21%, and 23%, respectively, of their total instructional services from Title I. In the latter two cases, elementary instructional services are less intense than those for the total Title I program, although they are still more concentrated than in the other districts.

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*Alum Rock's unusual instructional scheduling is described more fully in Section 3.2.

TABLE 2.3*

AMOUNT OF TITLE I SERVICES

DISTRICT	STUDENT FTEs**		CONCENTRATION OF SERVICES PER STUDENT***	
	TOTAL PROGRAM	ELEMENTARY INSTRUCTION ONLY	TOTAL PROGRAM	ELEMENTARY INSTRUCTION ONLY
Adams County #12	34	10	.044	.047
Alum Rock	2366	2366	.447	.447
Berkeley County	36	36	.051	.051
Boston	2861	1677	.211	.165
Charlotte	729	729	.111	.111
Harrison County	77	77	.054	.054
Houston	2460	2351	.111	.100
Mesa	249	92	.054	.038
Newport	39	16	.072	.091
Racine	167	79	.115	.132
Santa Fe	106	74	.099	.093
Winston-Salem	1007	253	.230	.138
Yonkers	362	334	.091	.107

*In general, Title I instruction is less concentrated at the elementary level because other program components which tend to be more intense (such as kindergarten or work study programs) are not included in elementary instruction. Of the 13 Demonstration LEAs, eight had program components in addition to elementary instruction.

**See Appendix A, Glossary, for definition.

***Defined as the ratio of FTE students to total students served.

An alternative measure of the amount of Title I services is the average number of hours per student spent in Title I instruction. While the concentration measure described above reflects the average proportion of a student's time spent in Title I instruction, hours per student represents the average amount of Title I instruction received by a typical Title I student. Table 2.4 shows that, on the average, Demonstration districts provided 104 hours of Title I instruction per elementary student during the school year. The number of hours varied from 34.2 in Mesa to 315.0 in Alum Rock.

2.2.3 Service Characteristics

Both class size and staff use are important aspects of program delivery, and both are directly related to resource distribution in the Demonstration Title I programs. Table 2.5 reviews these variables.

Average class size for both the total program and elemmentary instruction ranged from 24 students in Alum Rock to two students in Racine. Average class size across districts was 7.6 students for total Title I and 7.1 students for elementary Title I instruction.

The use of specialists* or aides varied considerably among the Demonstration districts, although it was fairly consistent across the elementary and total programs. In Yonkers the teaching staff was composed almost entirely of specialists. Newport also used a relatively large proportion of specialists. Six of the LEAs used approximately equal numbers of specialists and aides, while four others--Alum Rock, Berkeley County, Mesa, and Racine--used aides primarily, rather than specialists.

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*Specialist is defined as a professional instructor who provided only Title I (as opposed to regular) instruction.

TABLE 2.4

AVERAGE TITLE I INSTRUCTIONAL HOURS
PER STUDENT PER YEAR
(ELEMENTARY INSTRUCTION ONLY)

DISTRICT	NUMBER OF HOURS
Adams County #12	46.7
Alum Rock	315.0
Berkeley County	50.4
Boston	133.6
Charlotte	105.9
Harrison County	53.9
Houston	77.4
Mesa	34.2
Newport	90.0
Racine	122.4
Santa Fe	84.9
Winston-Salem	144.4
Yonkers	96.6
AVERAGE ACROSS DISTRICTS	104.3

TABLE 2.5

CHARACTERISTICS OF TITLE I SERVICE

DISTRICT	AVERAGE CLASS SIZE (NUMBER OF STUDENTS)		SPECIALISTS AS PERCENTAGE OF INSTRUCTIONAL PERSONNEL*	
	TOTAL PROGRAM	ELEMENTARY INSTRUCTION ONLY	TOTAL PROGRAM	ELEMENTARY INSTRUCTION ONLY
Adams County #12	5.3	4.0	51.9	58.3
Alum Rock	24.0	24.0	15.4	15.4
Berkeley County	4.0	4.0	13.9	13.9
Boston	7.2	7.0	47.3	51.7
Charlotte	7.6	7.6	52.1	52.1
Harrison County	3.4	3.4	42.5	42.5
Houston	6.2	5.8	54.6	48.3
Mesa	5.3	4.4	14.3	0 0
Newport	5.6	5.0	71.4	65.9
Racine	2.4	2.0	7.9	2.6
Santa Fe	8.3	9.0	51.1	57.7
Winston-Salem	12.3	7.7	29.8	31.3
Yonkers	6.9	7.9	93.0	87.0
AVERAGE ACROSS DISTRICTS	7.6	7.1	41.9	40.5

*"Specialist" refers to a professional instructor whose primary duties are to provide compensatory (as opposed to regular) instruction.

TABLE 2.6

TITLE I EXPENDITURES

DISTRICT	TOTAL TITLE I EXPENDITURES	TOTAL TITLE I EXPENDITURES AS A PERCENTAGE OF LEA BUDGETS	TOTAL TITLE I EXPENDITURES		ELEMENTARY TITLE I INSTRUCTIONAL EXPENDITURES ONLY*	
			PER STUDENT	PER STUDENT FTE	PER STUDENT	PER STUDENT FTE
Adams County #12	$ 151,203	0.8%	$195	$ 4,411	$361	$7,657
Alum Rock	912,817	3.8	214	385	214	472
Berkeley County	244,530	2.1	347	5,345	347	6,792
Boston	8,856,899	5.2	653	3,096	608	3,685
Charlotte	2,424,613	2.5	368	3,330	368	3,330
Harrison County	382,309	3.6	268	4,977	268	4,997
Houston	7,413,733	3.2	427	2,906	228	2,558
Mesa	407,293	1.0	62	1,634	72	1,897
Newport	263,854	3.3	493	6,823	664	7,301
Racine	1,065,508	2.4	727	6,320	696	5,261
Santa Fe	423,994	1.9	396	5,989	365	3,543
Winston-Salem	1,533,542	3.2	351	1,534	416	3,113
Yonkers	1,868,158	3.0	476	5,167	517	4,823
AVERAGE	---	---	$383	$ 3,994	$394	$4,264

*Elementary instructional expenditures exclude expenditures for auxiliary services and for non-elementary instruction.

2.3 Program Costs

2.3.1 Title I Expenditures

As Table 2.6 indicates, the size of the Title I programs in the Demonstration districts, as measured by 1975-76 Title I expenditures, varied considerably. This variance is largely a function of differences in size of Title I allocations, district size, and district proportions of low-income students. However, despite the differences in total expenditures, Title I expenditures expressed as a percentage of district budgets ranged only from 0.8% to 5.2%.

There was a wide range of expenditures per student among the Demonstration Title I programs in 1975-76, as shown by Table 2.6. The mean expenditure per student was $383. Expenditures per student ranged from a high of $727 in Racine to a low of $62 in Mesa. Mean expenditure per elementary student was $394. Mean expenditure per elementary student FTE was $4,264. Of these measures, expenditures per student FTE is the most useful, since it has been standardized to account for differences in the amount of services provided. (See definition of "student FTE" in Glossary.)

In general, expenditures per student were positively related to intensity of services, particularly for elementary instruction, suggesting that per student costs are directly related to the amount of services per student. However, there was only a weak negative correlation between class size and program costs per student, indicating that larger class size does not necessarily reduce per student program costs.

Staff use did not have a clear relationship to costs per student. Districts which employed relatively more specialists/teachers than aides did not have consistently higher program costs per student. However, the level of teacher salary plus fixed charge (employee benefits) was positively related to the use of teachers (rather than

aides). That is, relatively more teachers than aides were hired in those districts which had higher teacher costs. Factors other than cost appear to determine staffing patterns in these districts.

The three smallest Title I programs have the largest per elementary student FTE expenditures, although there is not a clear relation between program size and per student FTE expenditures in general. In addition, Title I costs per student (both per student and per student FTE) tended to be somewhat higher in the smaller districts, despite the fact that the costs of education faced by the larger more urbanized districts were generally higher than those in non-urban locations.

Table 2.7 describes the distribution of Title I expenditures by resource type. Expenditures for Title I instructional resources accounted for 81% (Mesa) to 97% (Yonkers) of total expenditures; the mean proportion was 88%. The mean proportion of expenditures for administration was 9% and 3% for other resources. Expenditures for personnel ranged from 96% (Yonkers) to 58% (Santa Fe) as a percentage of total expenditures. The mean proportion was 84%. Proportions of total expenditures for non-personnel ranged from 4% to 42%, with a mean of 16%.

In general the distribution of Title I expenditures by resource type was similar across all of the Demonstration districts. Instructional personnel was the single largest expenditure item in all of the districts.

2.3.2 Title I Estimated Total Costs

Table 2.8 lists estimated total costs for the Title I programs in the Demonstration districts.* Estimated total costs per student ranged from $162 to $758 for the

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*Estimated total costs are calculated according to resource use rather than expenditures, and thus represent "real" program costs. For a description of the basis upon which total costs were estimated, see (Huseby) Sjogren and Hentschke, op. cit.

TABLE 2.7

DISTRIBUTION OF TITLE I EXPENDITURES
BY RESOURCE TYPE
(TOTAL PROGRAM)

DISTRICT	INSTRUCTION	ADMINISTRATION	OTHER	PERSONNEL	NON-PERSONNEL
Adams County #12	89%	10%	2%	82%	18%
Alum Rock	84	12	4	79	21
Berkeley County	88	7	3	96	4
Boston	86	14	1	87	13
Charlotte	96	3	1	92	8
Harrison County	90	9	1	94	6
Houston	86	12	2	78	22
Mesa	81	15	4	93	7
Newport	84	12	3	69	31
Racine	81	17	2	89	11
Santa Fe	91	4	5	58	42
Winston-Salem	92	6	2	78	22
Yonkers	97	2	1	96	4
AVERAGE ACROSS DISTRICTS	88%	9%	3%	84%	16%

TABLE 2.8

TITLE I ESTIMATED TOTAL COSTS

DISTRICT	ESTIMATED TOTAL COSTS (TOTAL PROGRAM)	ESTIMATED TOTAL COSTS FOR TOTAL PROGRAM		ESTIMATED TOTAL COSTS FOR ELEMENTARY INSTRUCTION ONLY	
		PER STUDENT	PER STUDENT FTE	PER STUDENT	PER STUDENT FTE
Adams County #12	$ 286,582	$370	$ 8,360	$ 702	$14,894
Alum Rock*	NA	NA	NA	NA	NA
Berkeley County	349,464	491	7,639	491	7,639
Boston	9,123,095	673	3,189	622	3,769
Charlotte	2,413,900	366	3,316	360	3,316
Harrison County	385,277	270	5,016	270	5,016
Houston	7,671,357	255	2,931	236	2,642
Mesa	807,582	162	3,241	161	4,228
Newport	259,547	485	6,823	577	6,343
Racine	1,110,578	758	6,587	737	5,572
Santa Fe	481,138	449	4,540	356	3,945
Winston-Salem	2,202,357	503	2,187	519	3,759
Yonkers	2,001,797	510	5,537	550	5,130
AVERAGE	---	$441	$ 4,947	$ 465	$ 5,521

*See Section 3.2

TABLE 2.9

ESTIMATED TOTAL COSTS BY RESOURCE TYPE

DISTRICT	INSTRUCTION	ADMINISTRATION	OTHER	PERSONNEL	NON-PERSONNEL
Adams County #12	89%	10%	1%	88%	12%
Alum Rock	NA	NA	NA	NA	NA
Barkeley County	87	8	5	89	11
Boston	84	14	1	82	18
Charlotte	95	3	2	92	8
Harrison County	89	9	2	94	06
Houston	85	13	2	79	21
Mesa	84	11	5	92	8
Newport	80	16	4	90	10
Racine	77	20	3	90	10
Santa Fe	82	8	0	81	19
Winston-Salem	81	6	2	91	9
Yonkers	91	7	2	95	5
AVERAGE ACROSS DISTRICTS	88%	10%	2%	89%	11%

total program, and from $737 to $161 for elementary instruction. Per student FTE, estimated total costs ranged from $2,187 to $8,360 for the total program, and $2,642 to $14,894 for elementary instruction. Differences between the compositions of Title I expenditures and estimated total costs are discussed for each district individually in Chapter 3.0.

Table 2.9 indicates the distribution of estimated total costs by resource type. The distribution is similar to that for Title I expenditures in that the majority of estimated total costs are for instructional personnel.

2.3.3 Ratio of Expenditures to Estimated Total Costs

Table 2.10 lists the ratios of Title I expenditures to estimated total costs. With the exceptions of Adams County #12, Mesa, Berkeley County and Winston-Salem, estimated total costs are not greatly different from Title I expenditures. The mean proportion of expenditures to estimated total costs among all the districts is .85 for the total Title I program and .86 for Title I elementary instruction. The fact that Title I expenditures and estimated total costs are generally similar among the Demonstration districts suggests that Title I expenditures approximate real program costs and that the Title I programs in these districts do not, in general, depend on non-Title I resources for the provision of Title I services.

2.3.4 Allocation Policies and Program Costs

In general, there is little clear relation between school eligibility policies chosen by the districts for the first implementation year and program costs during the baseline year. However, several characteristics emerge when redistribution plans are compared to baseline-year program costs. Those districts planning a large increase in elementary students served tend to have relatively high program

TABLE 2.10

RATIO OF TITLE I EXPENDITURES
TO ESTIMATED TOTAL COSTS

DISTRICT	TOTAL PROGRAM	ELEMENTARY INSTRUCTION ONLY
Adams County #12	.53	.51
Alum Rock	NA	NA
Berkeley County	.70	.70
Boston	.97	.98
Charlotte	1.00	1.00
Harrison County	.99	.99
Houston	.97	.97
Mesa	.50	.45
Newport	1.02	1.15
Racine	.96	.95
Santa Fe	.88	.90
Winston-Salem	.70	.80
Yonkers	.93	.94
AVERAGE ACROSS DISTRICTS	.85	.86

costs as measured by expenditures per student and per student FTE. This suggests that their per student costs will decrease during the Demonstration, other things being equal. In addition, districts planning a large increase in elementary students served tend to have more donated resources (and a lower ratio of expenditures to estimated total costs) than those planning a large increase in students served. This suggests that districts which are already using district, State, and other Federal resources to supplement their Title I programs may feel that continued or expended use of such resources will enable them to serve more students during the Demonstration.

3.0 BY-SITE COMPARISONS

Chapter 3 contains individual descriptions of each of the 13 Demonstration districts for 1975-76. Each district description is arranged according to the following outline:

1. Allocation Policy
   - --allocation procedure
   - --magnitude of change in Elementary Schools served
   - --magnitude of change in Elementary Students served
2. Other Factors
3. Program Delivery, 1975-76
   - --Non-$ Descriptors
   - --$ Descriptors; Expenditures and Estimated Total Costs

The purpose of Chapter 3 is to provide fuller information about resource use, expenditures, and estimated total costs for the individual sites although most of the information contained in these descriptions has been summarized in the cross-site comparisons in Chapter 2, and conditions which are unique to the individual sites are more fully explored in this section in order to provide more complete pictures of the individual Demonstrations. All of the descriptions are based on information supplied by the Demonstration LEAs to AAI.

3.1 Adams County #12

3.1.1 Allocation Policy

During the first implementation year, Adams County #12 will serve low-achieving students in all elementary schools (Direct Allocation Policy).

The table below illustrates that Adams County #12 is deconcentrating Title I services at the school level by moving from serving 25% to serving 67% of the district's public schools. Furthermore, this deconcentration has taken place exclusively at the elementary level, moving from serving 19% of the district's public elementary schools in 1975-76 to serving 100% in 1976-77. Title I will not provide services to the two junior high schools and one high school in 1976-77 which it served in 1975-76. Adams County #12 is increasing the number of elementary schools to be served in 1976-77 by 433%.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	3 of 16	16 of 16
Junior High	2 of 6	0 of 6
High School	1 of 2	0 of 2
TOTAL PUBLIC	6	16
Non-Public	2	2

The table below illustrates that significant deconcentration of Title I services is also occurring at the student level in Adams County #12 in 1976-77. Due to the shift to an early intervention program the actual number of elementary students served is expected to increase by 205%. The total number of

students served at any given point in time in the Title I program is expected to increase 122% from 312 in 1975-76 to 693 in 1976-77.

SCHOOL TYPE	Actual No. of Students Served (Duplicated)		No. of Students Served At Any Given Time*	
	1975-76	1976-77	1975-76	1976-77
Public				
Elementary	194	591	95	693
Junior High	459	0	162	
High School	100	0	44	
TOTAL PUBLIC	753	591	301	693
Non-Public	22	22*	11	

*Because the LEA provided only "number of students served at any given time," those numbers are used to identify the magnitude of change in elementary students served. Actual number of students served is estimated using LEA data about instructional scheduling of students served at any given time.

3.1.2 Other Factors

Perhaps the most significant non-policy factor enabling program expansion in Adams County #12 is the district's willingness and ability to fund the balance of each Title I teacher's FTE in 1976-77. The eligibility criteria at the student level in 1976-77 will be set at the 25th percentile. The lowest 55% of the lowest quartile (thus the lowest 14%) will be targeted for Title I services. Staff allocations will be made on a school-by-school basis, depending upon the number of targeted students in each school. The Title I staff allocation per school will vary from each .16 FTE teacher to .83 FTE teacher. The remaining 45% of eligible students are to be served through an LEA-funded

program which would fund the balance of each Title I teacher. Without such district support, each Title I teacher would have had to split her/his time between two or more schools, thus increasing additional transportation expenses and using time which might have been devoted to instruction.

According to Adams County #12 personnel, no space problems existed in the 1975-76 Title I program. This is particularly important in 1976-77, in light of the fact that the average number of Title I students per elementary school is expected to increase 34% from 32 in 1975-76 to 43 in 1976-77.

The fringe benefit rate in Adams County #12 was [illegible].24% in 1975-76, the third lowest of the 13 Demonstration districts. Also, Adams County #12 is one of only three Demonstration districts which doesn't collect an indirect charge from Title I.

Adams County #12's poverty-eligible percentage in 1975-76 was 6.2% of area attendance eligible, the smallest of the 13 Demonstration districts. The number of poverty-eligible students was 1,139. Poverty saturation was 68%.

Non-federal expenditures in Adams County #12 amounted to $1,070 per student served, an amount which was $207 below the national average. Title I expenditures of $151,204 represented 0.79% of the district budget in 1975-76.

The average Title I teacher salary in 1975-76 was $11,622 in Adams County #12, while the average district teacher salary was $11,101.

Title I carry-over into 1975-76 amounted to $23,548 or 15.5% of expenditures. A similar amount was expected to be carried forward into the 1976-77 school year.

Imputed rent per square foot in Adams County #12 was $1.14 in 1975-76.

The only other compensatory program in 1975-76 was the Title VII Bilingual program with expenditures of $86,343.

3.1.3 Program Delivery 1975-76

Non-$ Descriptors

Tables 3.1.1 and 3.1.2 indicate that Title I services were concentrated in reading activities and in the non-elementary grades. FTE/students served ratios are all larger for secondary grade levels than for elementary.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $151,203 in Adams County #12.

Expenditures per student:	$ 195.00
Expenditures per FTE student:	$4,411.00
Expenditures per student hour: (per class hour: $29.66)	$ 5.55

TABLE 3.1.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Reading										
Grades 1-6	174*	22.5%	2030	39.8%	8.20	23.9%	.047	4	1 Specialist .7 Aide	35 Minutes 5 Days/Week 16 Week
Grades 7-9	282	36.4	1322	25.9	16.00	46.7	.057	12	1 Specialist	45 Minutes 5 Days/Week 15 Weeks
Grades 10-12	100	12.9	607	11.9	6.13	17.9	.061	10	.7 Specialist 1 Aide	52 Minutes 5 Days/Week 14 Weeks
Math										
Grades 1-6	42*	5.4	490	9.6	1.98	5.8	.047	4	1 Specialist 1 Aide	35 Minutes 5 Days/Week 16 Weeks
Grades 7-9	177	22.8	649	12.8	1.97	5.7	.011	3	1 Aide	22 Minutes 5 Days/Week 6 Weeks
TOTAL	775	100%	5098	100%	34.28	100%	.044	5.34		

*Includes 22 students in non-public schools.

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.52
Elementary Instruction Only	.58

TABLE 3.1.2

NON-$ DESCRIPTORS BY GRADE LEVEL

SCHOOL TYPE	STUDENTS SERVED		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)
	Number	% of Total	Number	% of Total		
Elementary	194	25.7%	10.18	29.7%	.047	4.0
Junior High	459	61.0	17.97	52.4	.039	5.6
Senior High	100	13.3	6.13	17.9	.061	10.0

FIGURE 3.1.1
PERCENT OF 1975-78 TITLE I EXPENDITURES BY PROGRAM COMPONENT

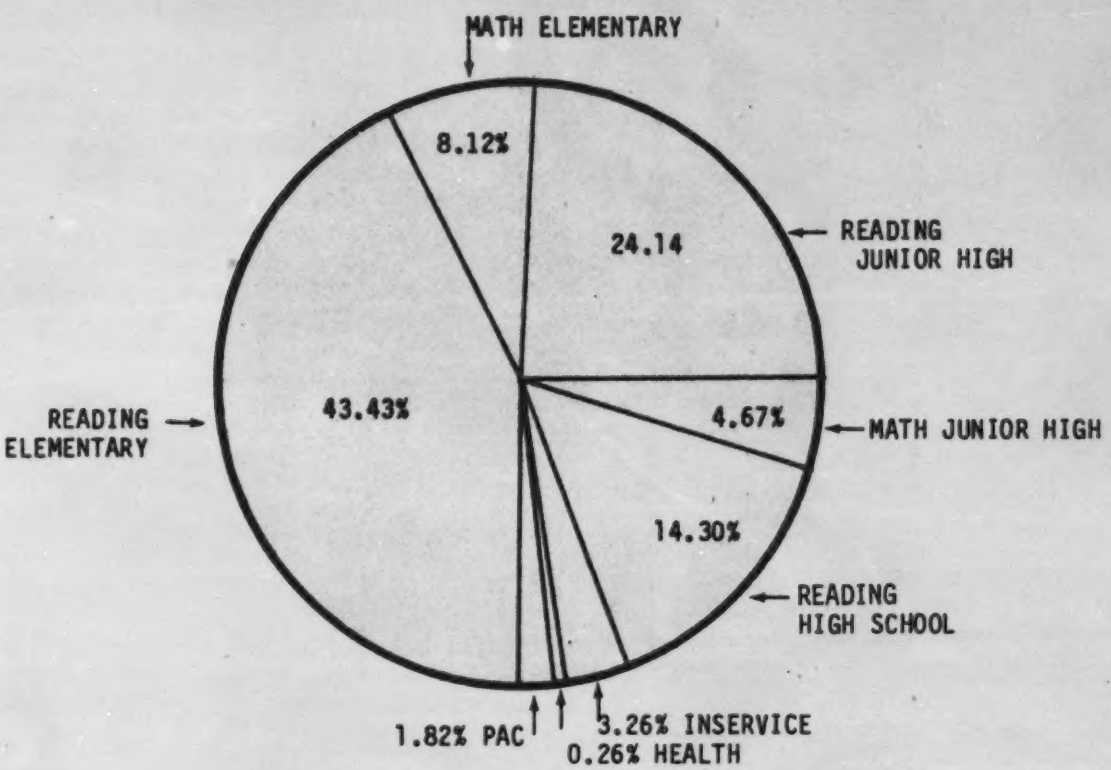


Table 3.1.3 below indicates that elementary Title I instruction was 3.8 times more expensive per student than junior high instruction, and 3.2 times more expensive per FTE student. This is a result of the following factors:

- Elementary instruction was 21% more intense than junior high instruction.
- Elementary class size was 40% smaller than junior high class size.

- The number of students per specialist ratio was 3.7 times smaller at the elementary level (61.7 as compared with 229.5).

- The average instructional specialist salary was 38% higher at the elementary level than at the junior high level ($12,875 vs. $9,298) because junior high teachers were, in general, less experienced than the elementary staff.

TABLE 3.1.3

EXPENDITURES BY GRADE LEVEL

SCHOOL TYPE	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Elementary	$77,950	$361	$7647
Junior High	43,563	95	2424
Senior High	21,621	261	3527

Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $286,582 in Adams County #12.

Estimated total costs per student:	$ 370.00
Estimated total costs per FTE student:	$8,360.00
Estimated total costs per student hour: (per class hour: $56.23)	$ 10.53

FIGURE 3.1.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

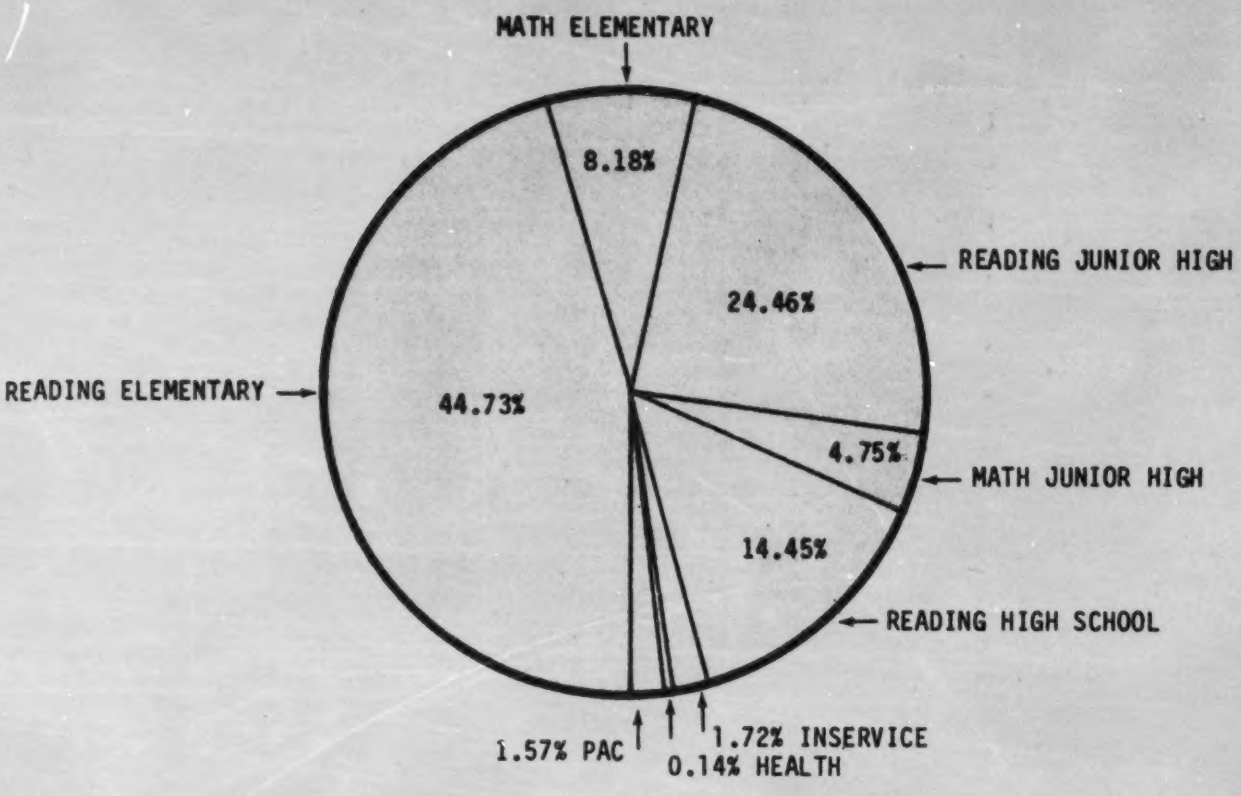


TABLE 3.1.4

ESTIMATED TOTAL COSTS BY GRADE LEVEL

SCHOOL TYPE	ESTIMATED TOTAL COSTS	$ PER STUDENT	$ PER STUDENT FTE
Elementary	$151,623	$702	$14,894
Junior High	83,716	182	4,659
Senior High	41,397	414	6,753

Expenditures amounted to 52.76% of estimated total costs in Adams County #12 in 1975-76. The increase of estimated total costs over expenditures ($135,377) was composed of the following resources:

1) 84% District-funded Title I instructional personnel including 7.25 specialists and 7 aides.

2) 9.8% District-funded administrative personnel including .25 project director, .25 bookkeeper, and .75 secretary.

3) 3.8% Instructional materials, supplies, and equipment provided to Title I by the district.

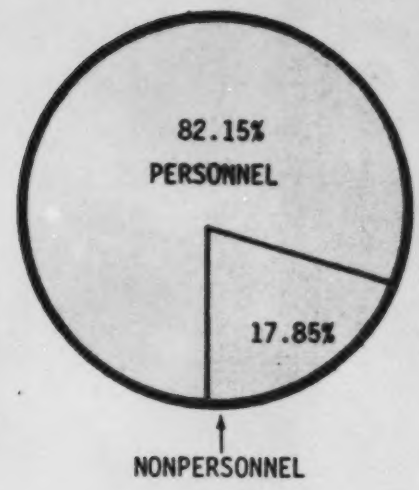
4) 1.3% Parent Advisory Committee--.5 aide provided to Title I PAC by the district.

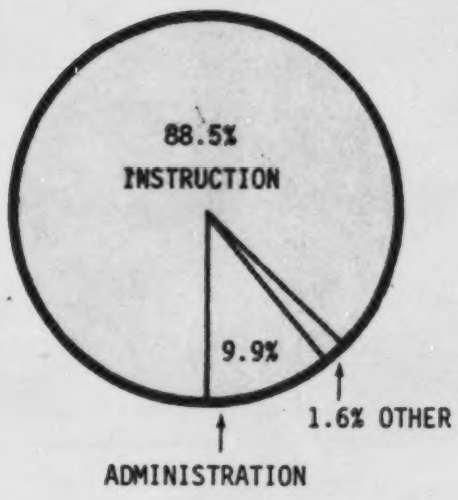
5) 1.1% Space provided Title I by the district.

The only notable difference in the distribution of expenditures and total costs is that a larger proportion of total costs were used for personnel. This is attributable to the relatively large use of district personnel for Title I activities.

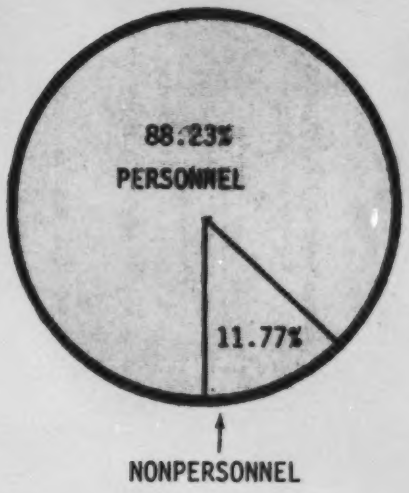
FIGURE 3.1.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

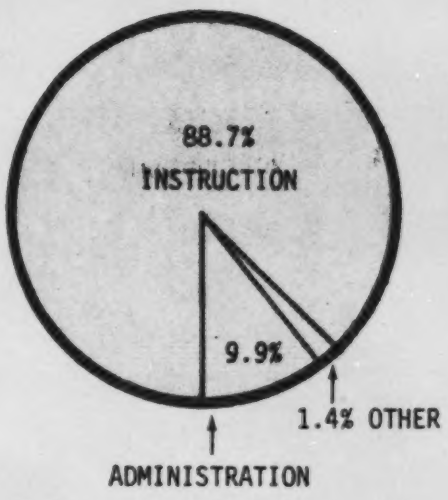
EXPENDITURES = $ 151,203





ESTIMATED TOTAL COSTS = $ 286,582





3.2 Alum Rock

3.2.1 Allocation Policy

For the first implementation year, Alum Rock is making primarily intra-school changes. While all schools will be targeted for Title I services during the Demonstration, Title I services will be "concentrated" in half the schools so that only low-achieving students will receive services. In the other schools, Title I services will be "saturated" so that all students in the school receive them.

The changes in numbers of schools and students served are as shown below:

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. 1-5)	9 of 18	18 of 18
Middle (gr. 6-8)	3 of 6	6 of 6
TOTAL PUBLIC	12	24

The number of elementary schools increases by 100%. The number of elementary students served increases by 141%.

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. k-6)	3,962	9,560
Middle (gr. 6-8)	1,326	2,822
TOTAL PUBLIC	5,288	12,382

3.2.2 Other Factors

In 1975-76, Alum Rock's Title I program served approximately 35% of the student population. This is by far the largest such proportion of the Demonstration districts, the next largest being 17.4% . This is due, in part, to two factors. Although Alum Rock is a small district with 24 schools and a student population of 15,079, it has an unusually high proportion of disadvantaged (85% by California state standards) and poor (36% AFDC) students. In addition, the Title I allocation was relatively large at $912,817. Of district area attendance eligible, 25% of the students were poverty-eligible for Title I. Poverty saturation was 141%, the second highest of the Demonstration LEAs.

Non-federal per pupil expenditures in 1975-76 were approximately $1,201, slightly below state and national averages. It is interesting to note that 28.4% of Alum Rock's district budget was from state and federal categorical programs. Local contribution represented only 26% of the district budget. Title I expenditures represented 3.8% of the district budget.

Alum Rock expects district per student expenditures to decrease in 1976-77, as they did in 1975-76, largely because of decreases in various federal funds. District officials regard declining enrollment as a problem since state funding is based on average daily attendance. Although Alum Rock's declining enrollment has freed district facilities, Alum Rock is the only Demonstration district whose Title I program does not have any pull-out programs.

Other compensatory programs in Alum Rock are closely intertwined with both regular district activities and Title I services. The following programs (expenditures shown in parentheses) are categorical and compensatory:

State Bilingual Education ($95,000)

Federal Bilingual Education ($154,000)

State Pre-School Education ($214,803)

State S.B. 90 ($1,239,470)

Federal Internal Vouchers ($730,000)

State Early Childhood Education ($243,211)

State Enrichment Reading ($67,200)

It should also be noted that Alum Rock was the site of the NIE School Voucher experiment for five years. The final funding year for the demonstration was 1975-76. Termination of this program further aggravates the decline in Alum Rock's fiscal base.

The services provided by Title I and the various federal and state categorical/compensatory programs are essentially the same. In particular, resource allocation for Title I, Internal Vouchers, and S.B. 90 are not distinguished from one another in Title I schools and no programmatic distinction is made among them.

In general, categorical/compensatory funds are consolidated (the application is also consolidated). The district then distributes consolidated funds in lumped amounts to individual schools in accordance with the district's policy of decentralization. As a result, identification of resource use by expenditure reflects accounting procedures rather than deliberate distribution of Title I resources.

Alum Rock had $176,826 in carry-over funds from the previous year. These funds represented 19.9% of 1975-76 Title I expenditures.

The average teacher salary in Alum Rock is $15,900, the third highest after Boston and Yonkers. The average Title I teacher salary is $16,700. Fringe benefits for Title I personnel area approximately 22.4% of salary which is the third highest fringe benefit package charged to Title I funds in the Demonstration Title I programs.

Estimated imputed rent is low at $.85 per square foot.

In summary, Alum Rock's Title I program is not wholly comparable to other Demonstration Title I programs primarily because of the consolidation of Title I funds with both compensatory and regular instructional services. This consolidation of both services and funds necessitates an arbitrary distinction between Title I and other programs which is not made in actual program delivery.

3.2.3 Program Delivery 1975-76

Non-$ Descriptors

Unlike any of the other Demonstration Title I programs, the Alum Rock Title I program was operated as "in-class enrichment" in which aides and teachers worked with students in their regular classrooms in Title I schools. LEA and program officials were unable to provide estimates of the amount of Title I services offered or to differentiate various aspects of the Title I program into components. Therefore, the entire Title I program is treated as a unit. Instructional scheduling of Title I services was based on response to the Classroom Activities Log instrument used in other areas of the Demonstration research, so that a student FTE could be estimated. The Title I program for grades 1-8 in 12 schools is described below:

Enrollment: 5,288
Hours of Instruction: 69,405*
Student FTE: 2,366*
FTE/Students Served: .447
Average Section Size: 24

---

*As the district was unable to differentiate Title I services from either regular or other compensatory/categorical activities, instructional scheduling data, which is used to calculate student FTE (see Glossary) was estimated from the Classroom Activity Log data gathered in grades 3 and 4. See James J. Vanecko, et al., ESEA Title I Allocation Policy: Demonstration Study--Analysis of Baseline Data, Volumes I and II (Abt Associates Inc.: Cambridge, Massachusetts, October 31, 1977).

Staff per Section: NA

Instructional Schedule: 105 minutes/day
5 days/week
full year

Actual Teacher/Aide Ratio: .154

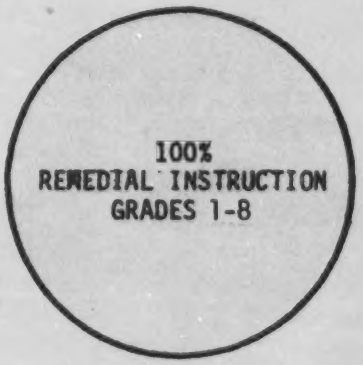
$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $912,817 in Alum Rock. Since the Title I program in Alum Rock consisted of only one component, the description of complete Title I expenditures also describes elementary instruction expenditures.

Expenditures per student:	$172.00
Expenditures per FTE student:	$385.00
Expenditures per student hour: (per class hour: $13.15)	$ .55

FIGURE 3.2.1

PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



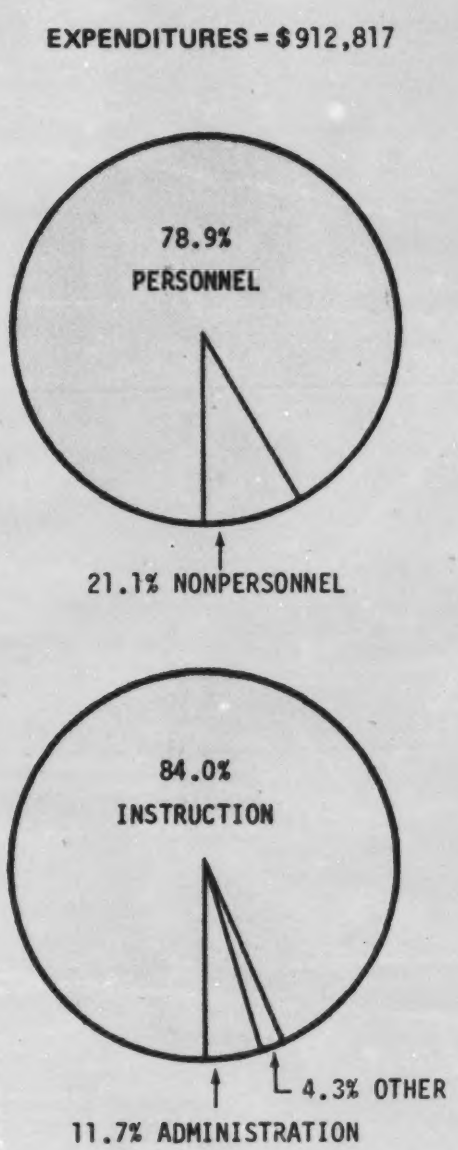
Estimated Total Costs. Several characteristics unique to Alum Rock's Title I program suggest that attempts to estimate other (non-Title I) resource use with which to construct an estimate of total costs differing from expenditures are not appropriate. There are several specific reasons why this is so. First, categorical/compensatory funding in California is applied for and distributed in "consolidated" form so that little operating distinction is made among funding source types. Alum Rock's administrative system of decentralization, in which each school is allocated categorical/compensatory funds for its individual program plans, further confounds attempts to distinguish fund sources and program activities from one another. Title I activities within schools are not readily distinguished from other programs or even from regular instruction, as they are part of the in-class enrichment aimed at Alum Rock's large proportion of "disadvantaged" students. Thus, the use of non-Title I resources for the Title I program is extremely difficult to ascertain as there is little if any distinction among Title I activities, other categorical/compensatory programs, and regular instruction. Finally, because Title I activities take place in the student's regular classroom, there is no provision of space facilities to the Title I program by the district on other programs.

Because of the considerations discussed above, there will be no estimate of total costs for the Alum Rock Title I program and no comparison between expeditures and estimated total costs.

In addition, it is important to bear in mind that Alum Rock's expenditures per FTE student and per instructional hour are not wholly comparable to those in other districts because of the unique characteristics of Alum Rock's Title I program and the difficulty in distinguishing program data for Title I from other programs.

Figure 3.2.2 below indicates that the bulk of Title I expenditures were made for instructional personnel. Of the instructional personnel expenditures, 56% were for classroom aides. Non-personnel expenditures were composed primarily of instructional materials, supplies, and equipment.

FIGURE 3.2.2
TITLE I EXPENDITURES BY RESOURCE TYPE



3.3 Berkeley County

3.3.1 Allocation Policy

In the first implementation year, Berkeley County intended to deem all schools "eligible" and focus on student selection. However, an anticipated increase in Title I funds did not materialize, and one new school (and students in that school) will be served in 1976-77. Berkeley County is thus continuing to rank schools primarily by poverty. The tables below show the changes in schools and students anticipated in the first implementation year.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public Elementary (gr. 2-5)	10 of 22	11[1] of 22

[1]Eight of the 11 are considered "Demonstration" schools.

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public Elementary (gr. 2-5)	630	1,106[2]
Non-Public	82	
TOTAL	712	

[2]Includes ESAA services.

The number of elementary schools served increases by 10%. The number of elementary students served increases by approximately 76%.

3.3.2 Other Factors

Berkeley County is the second smallest of the Demonstration districts, serving 9,891 students in 1975. Non-federal per-pupil expenditures in this rural district were also the second lowest at $811, and are low by national standards (63% of the national average). Title I expenditures were 2.1% of the district budget. In 1975-76 Berkeley County served 712 students, or 6.4% of the district enrollment. Poverty saturation was 35%.

Berkeley County is one of the few Demonstration districts whose enrollment is increasing rapidly. As a result of recent building efforts, debt service is very high. The imputed rent, therefore, is the highest of the Demonstration districts at $29 per square foot.

Unlike all other Demonstration districts, Berkeley County has no significant Title I carry-over funds. The two other compensatory programs, ESAA and ESEA Title I Migrant, also serve elementary students and are closely related to the Title I program. The Migrant program served 143 students with expenditures of $125,493. The "Migrant Bus" was a reading/math lab which was used by Title I students during the school day.

The ESAA program funded two reading/math labs (including staff) in two Title I schools, and approximately half of another lab. It also funded a similar lab in a junior high school. Expenditures were $66,249. Although ESAA expenditures can be isolated, the district has been unable to differentiate students and student services between Title I and ESAA.

The average district teacher salary is $11,000. Title I teacher salary is estimated to be $10,478. Fixed charges are 11.3% of salaries.

The indirect costs charge is 2.39% of expenditures.

3.3.3 Program Delivery 1975-76

Non-$ Descriptors

The 1975-76 Title I program in Berkeley County was composed of only one component, elementary reading and math. Although the Title I program provided classroom aides as well as pull-out reading and math labs, the LEA was unable to provide complete instructional scheduling information. The numbers of students served is, therefore, based on estimates provided by the LEA, and the instructional scheduling variables used to compute pupil FTE and instructional hours are extrapolations of a one-day survey of the labs done by the LEA. Thus the estimates do not reflect services performed by classroom aides and are downward-biased for the computation of instructional services described below:*

Component: Elementary Reading/Math Labs and Class Aides

Students Served: 712

Hours of Instruction: 8,971

Student FTE: 36

FTE/Students Served: 5%

Number of Schools Served: 6

Average Section Size: 4

Staff per Section: one specialist, one aide

Instructional Schedule: 28 minutes/section
3 meetings/week
full year

Actual Teacher/Aide Ratio: 0.139

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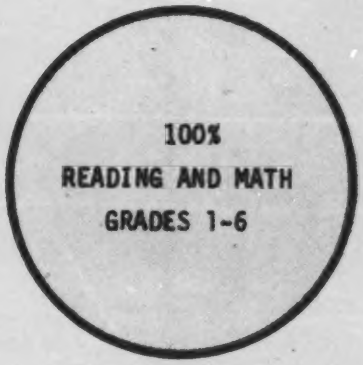
*The presence of the ESAA and Title I Migrant programs further complicates estimating student services as the LEA was unable to provide information on how many students received instructional services from these programs. Because the instructional activities of the Title I Migrant program and the entire ESAA program were very closely tied to Title I activities, they apparently provided Title I-type services to Title I students. Further reference to the ESAA programs will be made in the total costs section below.

$ Descriptors

Expenditures. Because the Berkeley County Title I program in 1975-76 was composed of only one component, reading and math instruction for grades 1-6,* descriptions of complete Title I expenditures also describe elementary instructional expenditures. In 1975-76 Title I expenditures amounted to $244,530 in Berkeley County.

Expenditures per student:	$ 347.00
Expenditures per FTE student:	$6,792.00
Expenditures per student hour: (per class hour: $27.26)	$ 6.81

FIGURE 3.3.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT

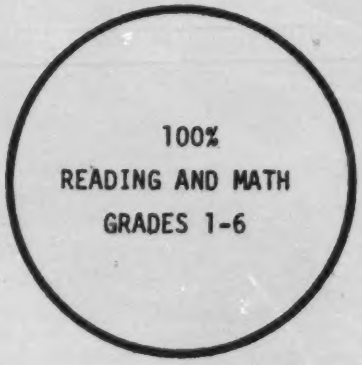


*The LEA was unable to distinguish reading from math instructional activities.

Estimated Total Costs. As for expenditures, the estimated total costs of Berkeley County's Title I program are composed of only one component, reading and math, grades 1-6, and are described below. In 1975-76 the estimated total costs amounted to $349,464* in Berkeley County.

Estimated total costs per student:	$ 491.00
Estimated total costs per FTE student:	$9,670.00
Estimated total costs per student hour: (per class hour: $38.95)	$ 9.74

FIGURE 3.3.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



*For purposes of this cost analysis, the imputed rent of the facilities used by the Title I program was calculated at $9,999.00 per FTE student space. This figure underestimates the calculated imputed rent by approximately 150% as the estimated imputed rent was extremely high at $29 per square foot (the next highest of the Demonstration districts was $6.31 per square foot) due to the Berkeley County LEA's unusually high debt service (see Section 3.3.2).

Figure 3.3.3 below indicates the distribution of Title I expenditures and total costs.

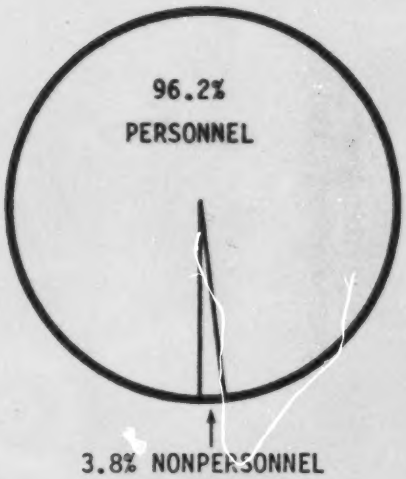
The use of resources purchased by the ESAA program for providing Title I students with Title I-type services is the most important factor in explaining the excess of estimated total costs over expenditures. Administrative and instructional personnel supplied by the ESAA funds were used extensively in the Title I program (see Section 3.3.2 above which describes the close relationship between the Title I and ESAA programs in more detail) and account for most of the excess of estimated total costs over expenditures for those categories, as well as increases in instructional materials and equipment (non-personnel). Very few non-consumable supplies were purchased in the preceding five years. Few, if any, district personnel were reported to have worked directly with the Title I program.

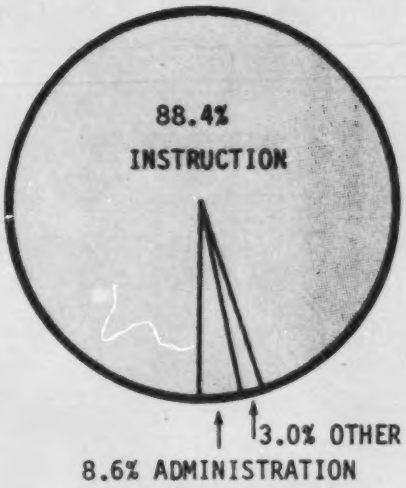
The major district contribution to the program was in the form of providing space for Title I activities. Because the estimated imputed rent was unusually high, there was a sizeable difference between expenditures and total costs in the "non-personnel" and "other" categories.

Expenditures accounted for 70% of the estimated total costs for both the complete Title I program and the elementary instruction program in Berkeley County in 1975-76.

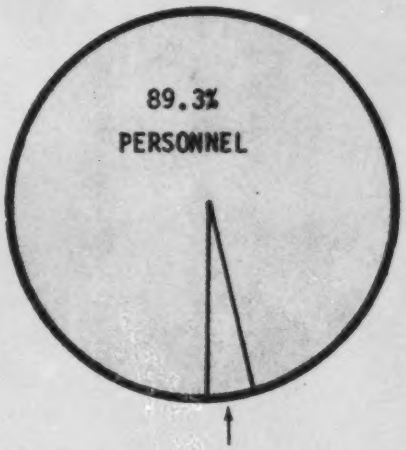
FIGURE 3.3.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

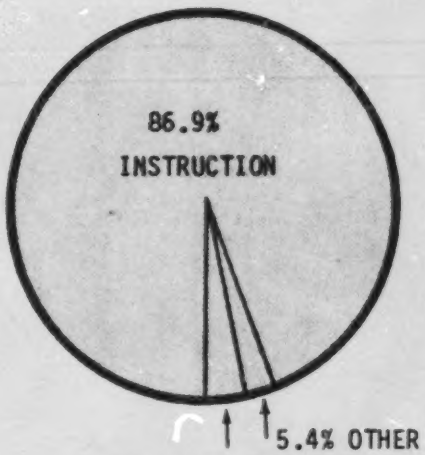
EXPENDITURES = $ 244,530





ESTIMATED TOTAL COSTS = $ 349,464





3.4 Boston

3.4.1 Allocation Policy

During the first implementation year, Boston will continue to rank schools primarily by poverty, while adding some new schools on the basis of achievement.

As can be seen from the table below, Boston is deconcentrating Title I services at the school level in 1976-77 by moving from serving 79 public schools in 1975-76 to serving 94 in 1976-77, an increase of 19%. Also, Boston is increasing the number of elementary schools to be served in 1976-77 by 14%. While the number of schools to be served has increased in 1976-77, the total number of students to be served is expected to decrease. At the elementary public level, the number of students is expected to decline by 7.4%.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. k-5)	65 of 117	74 of 108
Middle (gr. 6-8)	13 of 27	19 of 27
High School	1 of 18	1 of 18
TOTAL PUBLIC	79	94
Non-Public	29	30

SCHOOL TYPE	STUDENTS SERVED	
	1975-76*	1976-77**
Public		
Elementary (gr. k-5)	10,130	9,378
Middle (gr. 6-8)	1,540	1,980
High	600	625
TOTAL PUBLIC	12,270	11,983
Non-Public	2,940	2,530

*Numbers of students based on district planning document.

**Estimated.

3.4.2 Other Factors

Perhaps the most significant non-policy factor in Boston is that no fringe benefits were paid by the Title I program for Title I staff in 1975-76. The average district teacher salary was $17,500 in 1975-76, the second highest of the 13 Demonstration districts. The average Title I teacher salary, however, was $13,968, or 79.8% of the average district teacher's salary. The combination of enrollment decline and desegregation efforts has had a major impact on the changes in average Title I teacher salary between 1975-76 and 1976-77. Many less experienced (and thus less expensive) teachers have been laid off, causing a greater increase in average salary than would be accounted for with salary settlements alone. The net effect of these factors has been to increase the cost of an average Title I teacher from $13,968 in 1975-76 to $18,600 in 1976-77, a 33% increase.

Title I carry-over into 1975-76 was $1,427,027 or 16.1% of 1975-76 Title I expenditures. A similar amount was expected to be carried over into 1976-77. However, factors

discussed above were expected to force the district into expending a significant amount of its carry-over funds above and beyond its Title I allocation for 1976-77. Thus, the Title I carry-over into 1977-78 is expected to decline.

Poverty-eligible students represented 40% of the area attendance eligible in Boston, the highest of the Demonstration districts. Poverty saturation was 32%.

Non-federal per-pupil expenditures in Boston amounted to $1,300 in 1975-76, 2% above the national average. Title I expenditures of $8,856,899 were equal to 5.2% of total district expenditures.

The school district has experienced a severe enrollment decline over the last several years and 38 schools have been closed in the last three years (192 schools were in operation in 1973-74, 154 in 1976-77). According to administrative personnel, desegregation has caused overcrowding in some schools, and extensive under-utilization in others.

While Boston was one of only three Demonstration districts not to charge its Title I program an overhead rate, personnel performing indirect support-related functions (e.g., accounting and food services) were charged to Title I as specific line items.

Boston's Title I program served 15,210 of the 120,358 students in the district, or 12.6%.

Other compensatory programs and their expenditures are listed below:

Federal ESAA $2,646,148
Title VII (not available)
City-funded Bilingual Education (not available)

The estimated imputed rent per square foot was $1.46 in Boston in 1975-76.

3.4.3 Program Delivery 1975-76

Non-$ Descriptors

As Table 3.4.1 illustrates, the intensity of instruction (FTE/students served) in the Title I program in Boston was .211. This indicates that Title I provided over one-fifth of the instructional services received by the average Title I students.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $8,856,899 in Boston.

Expenditures per student:	$ 653.00
Expenditures per FTE student:	$3,096.00
Expenditures per student hour: (per class hour: $25.46)	$ 3.53

FIGURE 3.4.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT

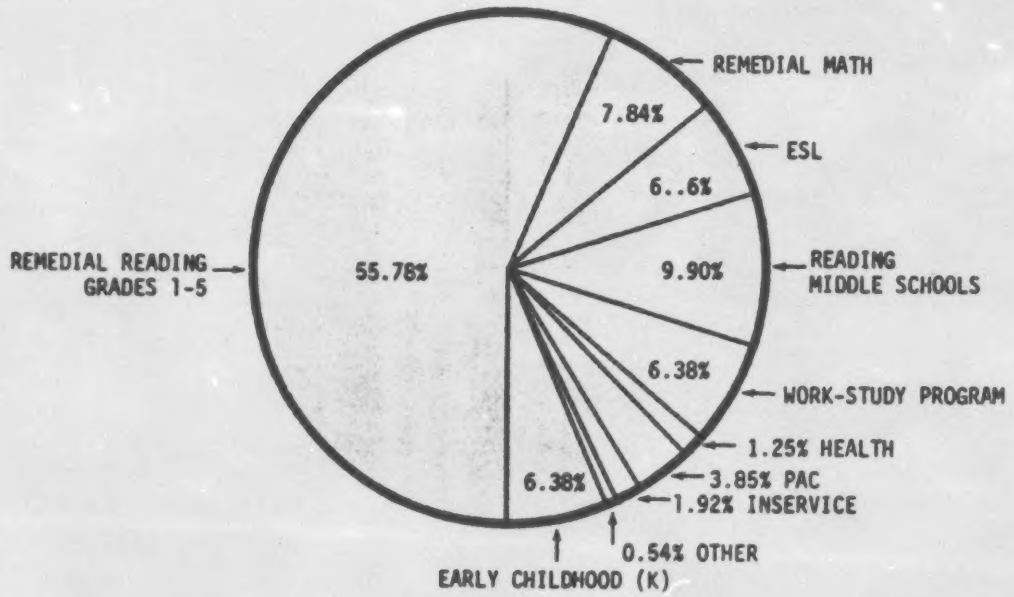


TABLE 3.4.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Early Childhood Education	1,299	9.6%	97,912	28.1%	658.6	23.0%	.507	8	1 Aide	195-235 Minutes/Day 5 Days/Week 36 Weeks
Remedial Reading										
Grades 1-5	8,085	59.6	155,925	44.8	1,347.5	47.1	.167	7	1 Specialist 1 Aide	45 Minutes/Day 5 Days/Week 36 Weeks
Grades 6-8	1,500	11.1	28,929	8.3	255.0	7.9	.150	7	.9 Specialist 1 Aide	45 Minutes/Day 5 Days/Week 36 Weeks
Remedial Math										
Grades 1-6	1,155	8.5	22,275	6.4	192.5	6.7	.167	7	1 Specialist 1 Aide	45 Minutes/Day 5 Days/Week 36 Weeks
ESL	925	6.8	15,857	4.6	137.0	4.8	.148	7	1 Specialist .3 Aide	40 Minutes/Day 5 Days/Week 36 Weeks
Work-Study										
Grades 10-12	600	4.4	27,000	7.8	300.0	10.5	.500	12	1 Specialist	180 Minutes/Day 5 Days 36 Weeks
TOTAL	13,564	100%	347,898	100%	2,860.6	100%	.211	7.22		

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.473
Elementary Instruction Only	.517

As noted in Table 3.4.2 below, the kindergarten component is the least expensive, both on a per student served basis and on a per FTE student basis. This is due, primarily, to the staffing per section (see Section 3.4.3 above) as the kindergarten component is staffed for the most part with aides. The elementary and middle school components are staffed with one aide and one specialist per section.

TABLE 3.4.2
EXPENDITURES BY GRADE LEVEL

SCHOOL TYPE	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Kindergarten	$ 565,308	$435	$ 858
Elementary	6,179,878	608	3,685
Middle	876,701	586	3,908
Senior High	565,200	942	1,884

Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $9,123,095 in Boston.

Estimated total costs per student:	$ 673.00
Estimated total costs per FTE student:	$3,189.00
Estimated total costs per student hour: (per class hour: $26.22)	$ 3.63

Title I expenditures amounted to 97.08% of estimated total costs in Boston in 1975-76. The incremental costs of $266,196 were divided up among the following resources:

1) 85.6% 13 specialists donated to the Title I program by the district.

FIGURE 3.4.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

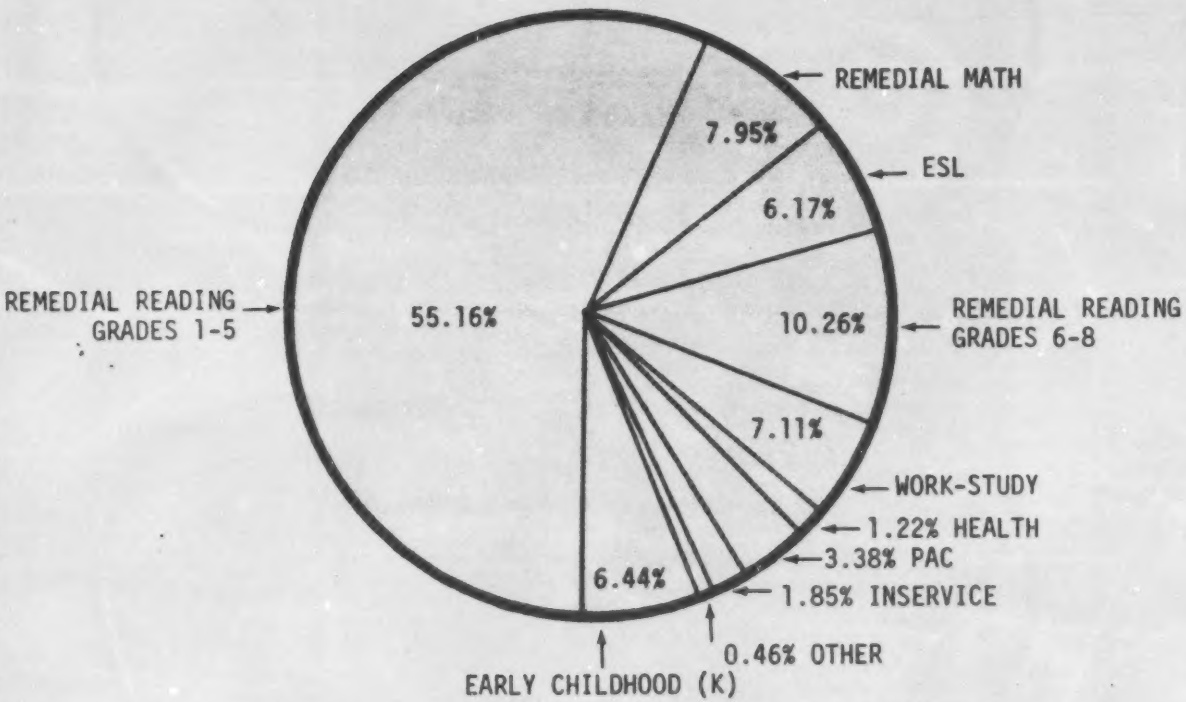
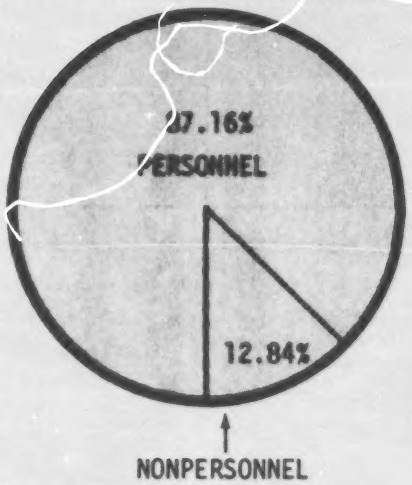
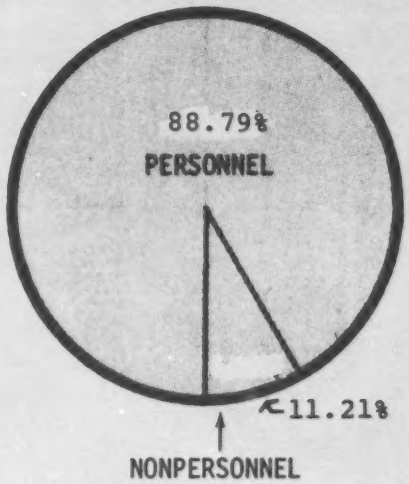


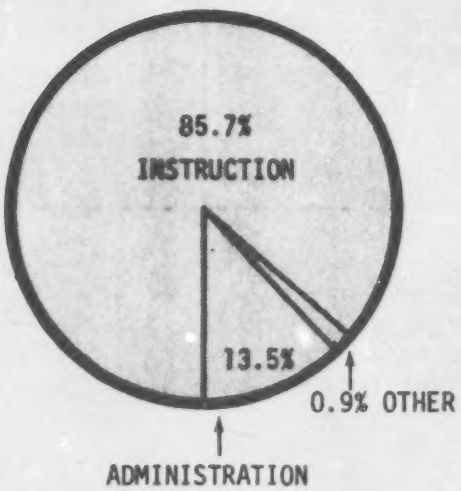
FIGURE 3.4.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

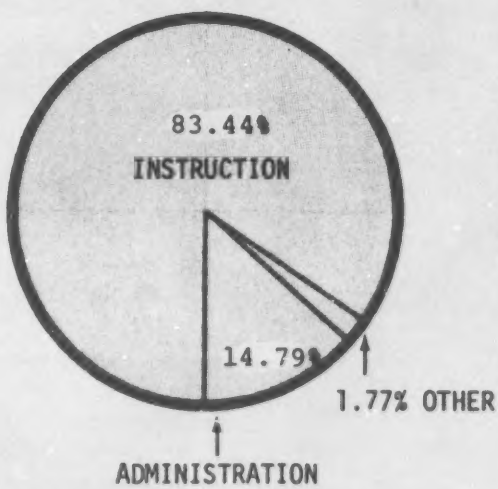
EXPENDITURES = $8,856,899



TOTAL COSTS = $9,123,095







2) 57.5% 6.81 district-funded principals involved in administering Title I programs at the school level.

3) 34.2% District-donated space used by the Title I program.

4) (77.3%) Capitalizing instructional equipment purchased with Title I funds for the past five years resulting in a reduction of actual 1975-76 expenditures.

The ratio of expenditures to estimated total costs was .97 for the total Title I program and .98 for elementary instruction.

3.5 Charlotte

3.5.1 Allocation Policy

For the first implementation year, Charlotte will rank schools by achievement and serve fewer than all elementary schools (Achievement Allocation Policy). Thus, school and student eligibility and targeting will depend on specified cutoff levels on standardized achievement test scores.

Changes in numbers of schools and students expected to be served are shown in the tables below.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	49 of 73	57 of 75
TOTAL PUBLIC	49	57
Non-Public		
Elementary	4	4
Institutions	3	3

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Elementary*	6,400	6,156
Non-Public		
Elementary	201	145
Institutions	72	71
TOTAL	6,673	6,372

*Duplicated count, auxiliary services not included.

The percent change in the number of schools served is 16.3%. There is a 4.4% decrease in public elementary students to be served.

3.5.2 Other Factors

Charlotte-Mecklenburg is the third largest of the Demonstration districts with a student population of 77,183, and ranks in the top 1% in size nationally. Average non-federal per-pupil expenditures in 1975-76 were $1,296. Thirty-six percent of the student population are from minority groups, predominantly Black. Approximately 25% of the district's students are from low-income families.

In 1975-76 Charlotte's Title I program served 6,440 students or approximately 8.7% of the student population. Poverty-eligible students were 20% of area attendance eligible and poverty saturation was 43%. Title I expenditures represented approximately 2.5% of the district budget.

District enrollment in Charlotte is increasing and although Title I services continue to be pull-out classes, a shortage of space facilities has restricted services.

Charlotte received a Title I allocation of $2,296,957 and had a carry-over of $815,359 (approximately 36% of the allocation). Since expenditures were approximately $2,424,613, Charlotte spent approximately one-half of its carry-over for the 1975-76 program.

There is only one other compensatory program in Charlotte, the ESAA program which operates in grades 7-10. Since Title I operates in grades 2-6 only, there is little interaction among the programs. There are no state compensatory education programs because state aid in North Carolina, which takes the form of supplementing regular district operating expenses and teacher salaries, represents approximately 75% of district revenues.

The average teacher salary in the district is $12,048, while the average Title I teacher salary is significantly less at $9,617. Fringe benefits are 14.9% of salary.

Indirect charges are 1.2% of Title I expenditures.

Estimated imputed rent in Charlotte is low at $.47 per square foot.

3.5.3 Program Delivery

Non-$ Descriptors

The components of Charlotte's Title I program and descriptions of the instructional services they provided are shown in Table 3.5.1. This table indicates that the elementary reading component provided both the largest amount of services (serving 4,452 students with 63,441 total hours of instruction) and the most concentrated services (FTE/Students Served ratio equals .121).

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $2,424,613 in Charlotte.

Expenditures per student:	$ 368.00
Expenditures per FTE student:	$3,330.00
Expenditures per student hour: (per class hour: $26.58)	$ 3.48

Expenditures for each of the program components were as shown in Table 3.5.2 below.

TABLE 3.5.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Remedial Reading Grades 2-6	4,452	67.6%	63,441	69.6%	537	73.7%	.121	8	1 Specialist 1 Aide	30 Minutes/Day 5 Days/Week Full Year
Remedial Math Grades 4-6	2,003	30.4%	25,753	28.2	182	25.0	.091	7	1 Specialist 1 Aide	30 Minutes/Day 5 Days/Week Full Year
Reading & Math (Non-Public) Grades 1-6	84	1.3	1.260	1.4	10	1.4	.119	7	1 Specialist	35 Minutes/Day 5 Days/Week Full Year
Reading (Neglected & Delinquent) Grades 3-12	39	0.9	759	0.8	--	--	--	7	1 Aide	30 Minutes/Day 5 Days/Week Full Year
TOTAL	6,578	100%	91,213	100%	729	100%	.111	7.64		

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.521
Elementary Instruction Only	.521

FIGURE 3.5.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT

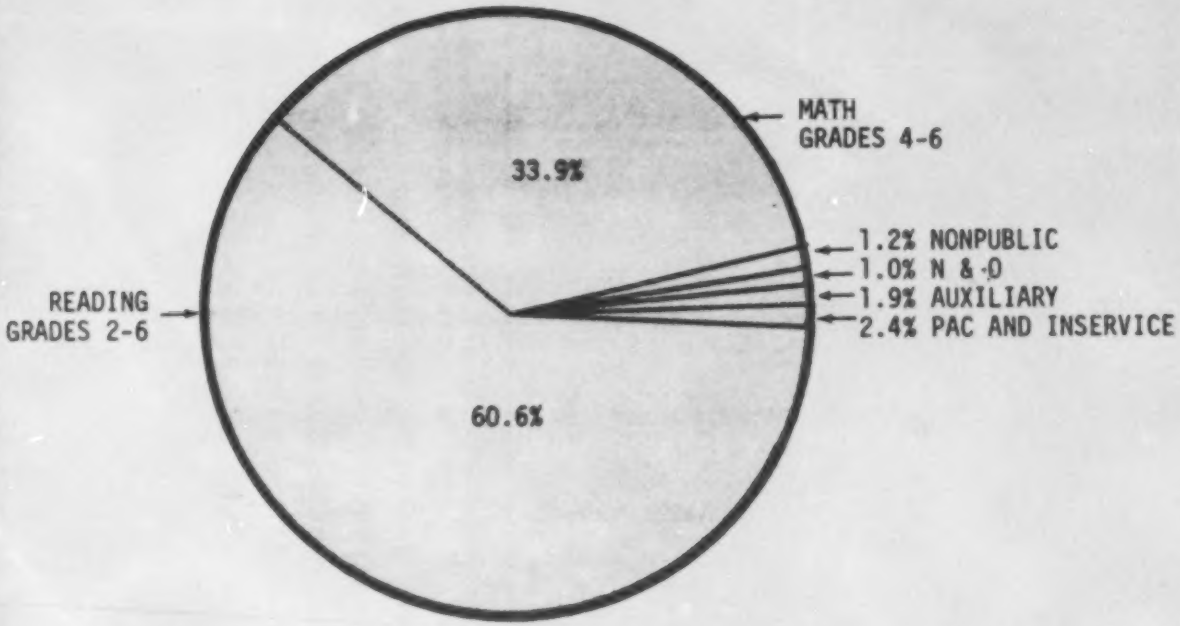


TABLE 3.5.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Remedial Reading Grades 2-6	$1,469,129	$330	$2,735
Remedial Math Grades 4-6	823,131	411	4,520
Non-Public	49,632	347	NA
Auxiliary	46,812		
PAC	7,030		
Inservice	50,202		

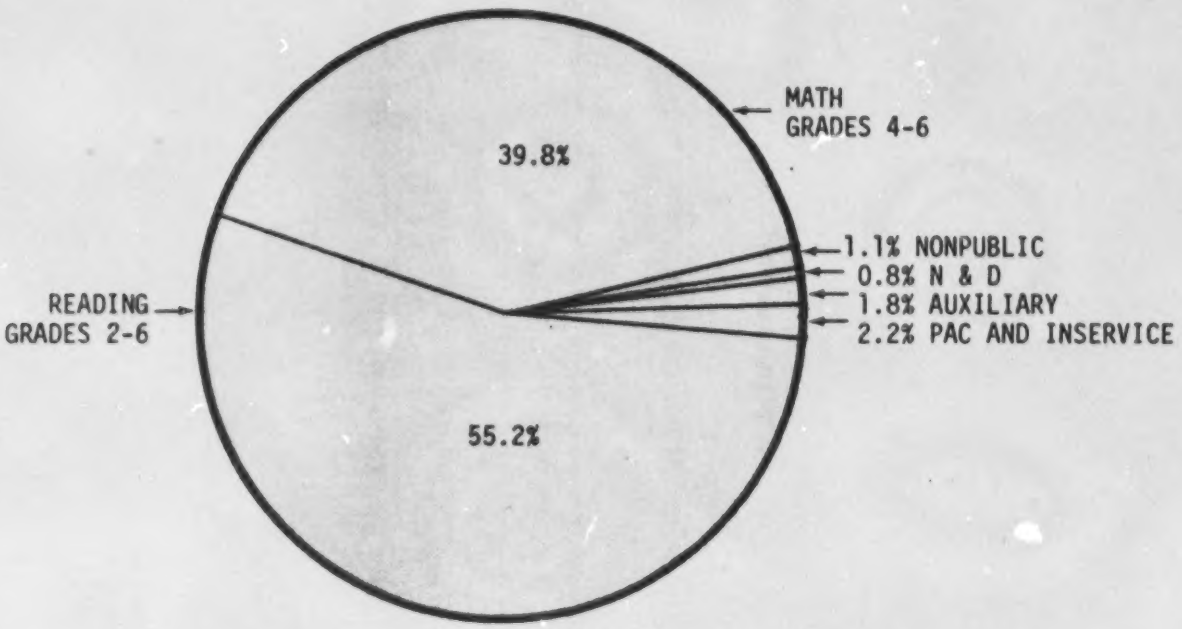
As indicated above, the Title I program in Charlotte consisted of elementary level activities only. The largest component, remedial reading, which accounted for approximately 70% of all instructional services, represented 60% of total expenditures. The smaller remedial math component was relatively more expensive as it accounted for 34% of expenditures and approximately 28% of instructional services. Elementary instructional services (reading and math components) together accounted for 94.5% of all expenditures and approximately the same proportion of instructional services.

Of the elementary instructional expenditures, instructional staff (teachers, aides, and fixed charges) accounted for 88.4% of the total. Only 5.3% of elementary instructional expenditures were for materials, supplies, and equipment, due to the program's reliance on direct student instruction by specialists and aides. Administration expenditures amounted to 2.9% of the total, including 1.8% for program research/evaluation.

Estimated Total Costs. The estimated total costs of the 1975-76 Title I program in Charlotte were $2,413,900.

Estimated total costs per student:	$ 366.00
Estimated total costs per FTE student:	$3,316.00
Estimated total costs per student hour: (per class hour: $26.46)	$ 3.46

FIGURE 3.5.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



The proportions of estimated total costs per component are almost identical to those for actual Title I expenditures.

In general, there was very little difference between Title I expenditures and estimated total costs in terms of type of resource used or distribution among program components for Charlotte's Title I program. As noted above and in other reports,* the Charlotte Title I program was the only elementary compensatory program in the district and, in general, operated independently from regular district instructional activities. Accordingly, with the exception of space facilities, the Title I program used very few district resources. The increase in total costs relative to expenditures from the imputed rent of space facilities tended to be cancelled by the purchase of materials and equipment with Title I funds which had a useful life exceeding one year. Another factor contributing to the similarity between Title I expenditures and estimated total cost was the large proportion of program resources accounted for by instructional personnel (approximately 92% of expenditures and total costs were for personnel, and 95% of both expenditures and total costs were for instruction). There were little additional costs or savings to the district from the large use of instructional personnel as complete salaries and fringe benefits were paid with Title I funds.

In summary, there was very little difference between Title I expenditures and estimated total costs for the Title I program in Charlotte as the ratio of expenditures to estimated total costs was 1.00 for both the complete program and for elementary instruction.

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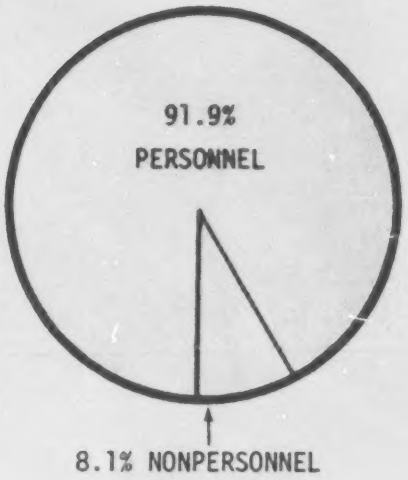
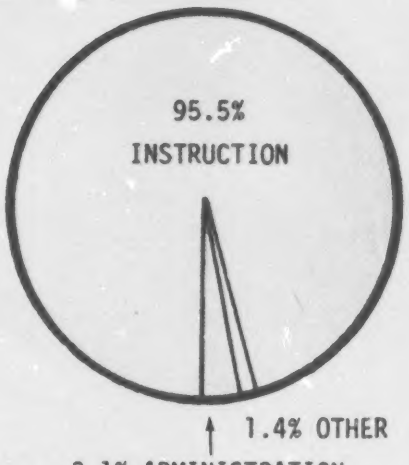
*D. Catherine Baltzell and Nancy N. Brigham (eds.), et al., ESEA Title I Allocation Policy: Demonstration Study -- Site Descriptions for the Baseline Year, Volumes I and II (Cambridge, Massachusetts: Abt Associates Inc., 1978).

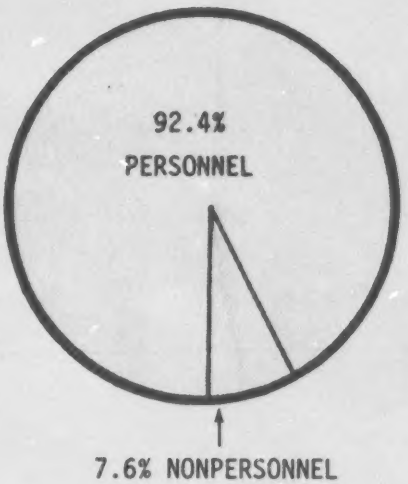
FIGURE 3.5.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

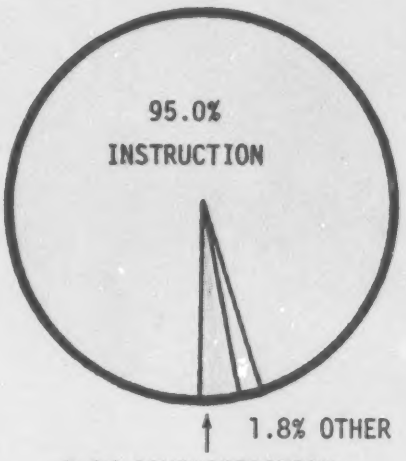
EXPENDITURES = $2,424,613





ESTIMATED TOTAL COSTS = $2,413,900





3.6 Harrison County

3.6.1 Allocation Policy

For the first implementation year, Harrison County will serve low-achieving students in all elementary schools (Direct Allocation Policy).

As the table below illustrates, Harrison County is deconcentrating Title I services at the school level in 1976-77 by moving from serving 25 public schools in 1975-76 to serving 31 schools in 1976-77, an increase of 24%. The increase in elementary schools to be served is 20%.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	25 of 30	30 of 30
Junior High	0 of 4	1 of 4
TOTAL PUBLIC	25	31
Non-Public	1	2

The number of students served in the regular Title I program in Harrison County is expected to increase 34.6% in 1976-77 from 1,429 to 1,924. The number of public elementary students has increased by 29.4%.

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Elementary	1,409	1,823
Junior High	0	39
Non-Public	20	62
TOTAL Regular Program	1,429	1,924
(Summer Program*)	(574)	(0)

*While the summer program is accounted for fiscally in the 1976-77 fiscal year, its existence was planned as part of the 1975-76 school year. Since one result of the Demonstration was to eliminate the summer program and thus channel those dollars into the regular program, the summer program belongs conceptually in the 1975-76 school year for the cost study.

It is expected that Harrison County will utilize its entire Title I allocation in 1976-77 on its regular Title I program, rather than holding back 31% of its allocation to provide a summer program. Since the summer school program operates for only six weeks, a comparison of number of students served which incorporated the number of students served in the summer program would be meaningless. Thus, a comparison between estimated number of FTE students served in 1975-76 in the total Title I program and the projected number of FTE students to be served in 1976-77 (assuming the same level of services per student as existed in 1975-76) might prove more meaningful. The number of FTE students to be served in 1976-77 has actually declined 14.9%. It should be stressed that the assumption that the level of services per student would remain the same in 1976-77 may well prove to be a futile exercise. The only purpose in making such an assumption is to attempt to measure the possible ramifications

of increasing the number of students to be served during the regular Title I year, while at the same time eliminating the summer Title I program.

3.6.2 Other Factors

Title I carry-over into 1975-76 amounted to $249,558 in Harrison County, or 65.3% of Title I expenditures. While carry-over into 1976-77 was expected to have increased to $339,446, this increase was due to the fact that the summer program of 1976 was funded from the 1976-77 allocation. Thus, the effective carry-over into the 1976-77 regular school year actually declined to $166,113. Similarly, carry-over into the 1977-78 school year is expected to decline to $122,925. Thus, Harrison County will be using up approximately 50% of its Title I carry-over to increase services to more students and more schools.

It is important to note that there was considerable confusion in the LEA over the existence and amount of carry-over funds. The figures used here for expenditures and estimated total costs are based on program reports describing resource use as well as expenditure reports.

Non-federal per-pupil expenditures in Harrison County amount to $670 per student in 1975-76, 52% of the national average of $1,277. Harrison County's per-pupil expenditures is the lowest of the 13 Demonstration districts. Title I expenditures of $382,309 represented 2.47% of district expenditures in 1975-76.

Harrison County's enrollment was relatively stable with 16,654 students enrolled in 1975-76 and 16,705 in 1976-77. Title I served 8.58% of the district's enrollment in 1975-76.

The proportion of poverty-eligible to attendance area eligible students was 19% in 1975-76 as 3,183 students (45% of area attendance eligible) were eligible for Title I according to poverty criteria. Poverty saturation was 45%.

The imputed rent per square foot in Harrison County was $.97, the third lowest of the 13 Demonstration districts. This is due, in part, to the fact that the Harrison County LEA has no debt service.

The average Title I teacher salary in 1975-76 was $9,500 in Harrison County, the second lowest of the 13 Demonstration districts, while the average district teacher salary was $11,615. Thus, the average Title I teacher salary was 81.8% of the average district teacher salary.

The fringe benefit rate was 12.69% in 1975-76. Also, Harrison County was one of three districts in the Demonstration that charged no indirect charge percentage to the Title I program.

3.6.3 Program Delivery 1975-76

Non-$ Descriptors

Table 3.6.1 indicates that the Title I program in Harrison County concentrated entirely on remedial reading at the elementary level. The differences between the grade 1 component and the grades 2-6 component are in staffing (aide versus specialist) and instructional scheduling which indicates older students received more services.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures for the regular program amounted to $382,309 in Harrison County.

Expenditures per student:	$ 268.00
Expenditures per FTE student:	$4,977.00
Expenditures per student hour: (per class hour: $18.55)	$ 5.52

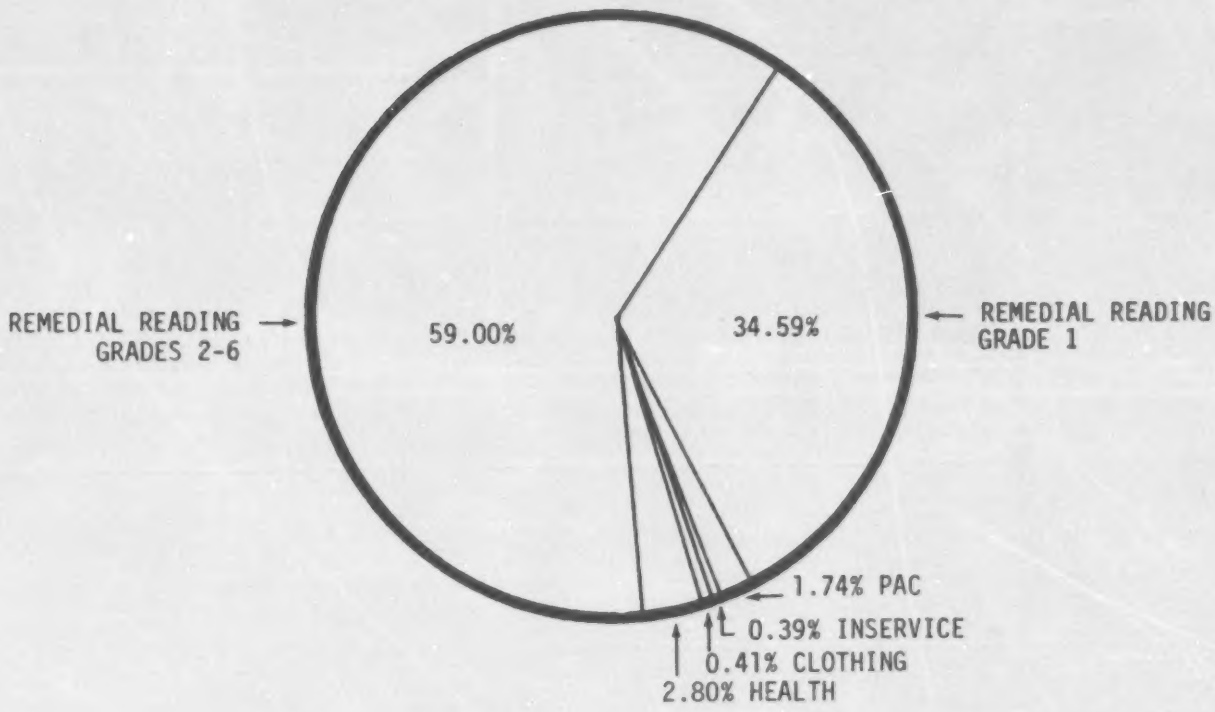
TABLE 3.6.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Remedial Reading Grade 1	280	19.6%	12,600	61.1%	12.73	16.57%	.045	1	1 Aide	15 Minutes/Day 5 Days/Week 36 Weeks
Remedial Reading Basic Program Grades 2-6	1,129	79.0	7,790	37.8	62.95	81.96	.056	8	1 Specialist	23 Minutes/Day 4 Days/Week 36 Weeks
Kappa Sigma Pi Home	20	1.4	224	1.1	1.13	1.47	.057	5	1 Aide	30 Minutes/Day 4 Days/Week 28 Weeks
TOTAL	1,429	100%	20,614	100%	76.81	100%	.054	3.36		

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.425
Elementary Instruction Only	.425

FIGURE 3.6.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



As will be noticed from Table 3.6.2 below, the grade 1 tutorial was more than twice as expensive per student than the grades 2-6 reading program, and almost three times more expensive per FTE student. This is due primarily to the fact that the first grade program provided instruction on a one-to-one basis, whereas the grades 2-6 program provided instruction in groups of eight students. The cost differential was due, in part, to the fact that aides were used in the grade 1 tutorial and specialists were used in the grades 2-6 program.

TABLE 3.6.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Tutorial Grade 1	$132,252	$472	$10,389
Remedial Reading Grades 2-6	225,580	200	3,583
Kappa Sigma Pi	4,074	204	3,605
TOTAL	$361,906*		

*Does not include auxiliary, inservice, or PAC expenditures

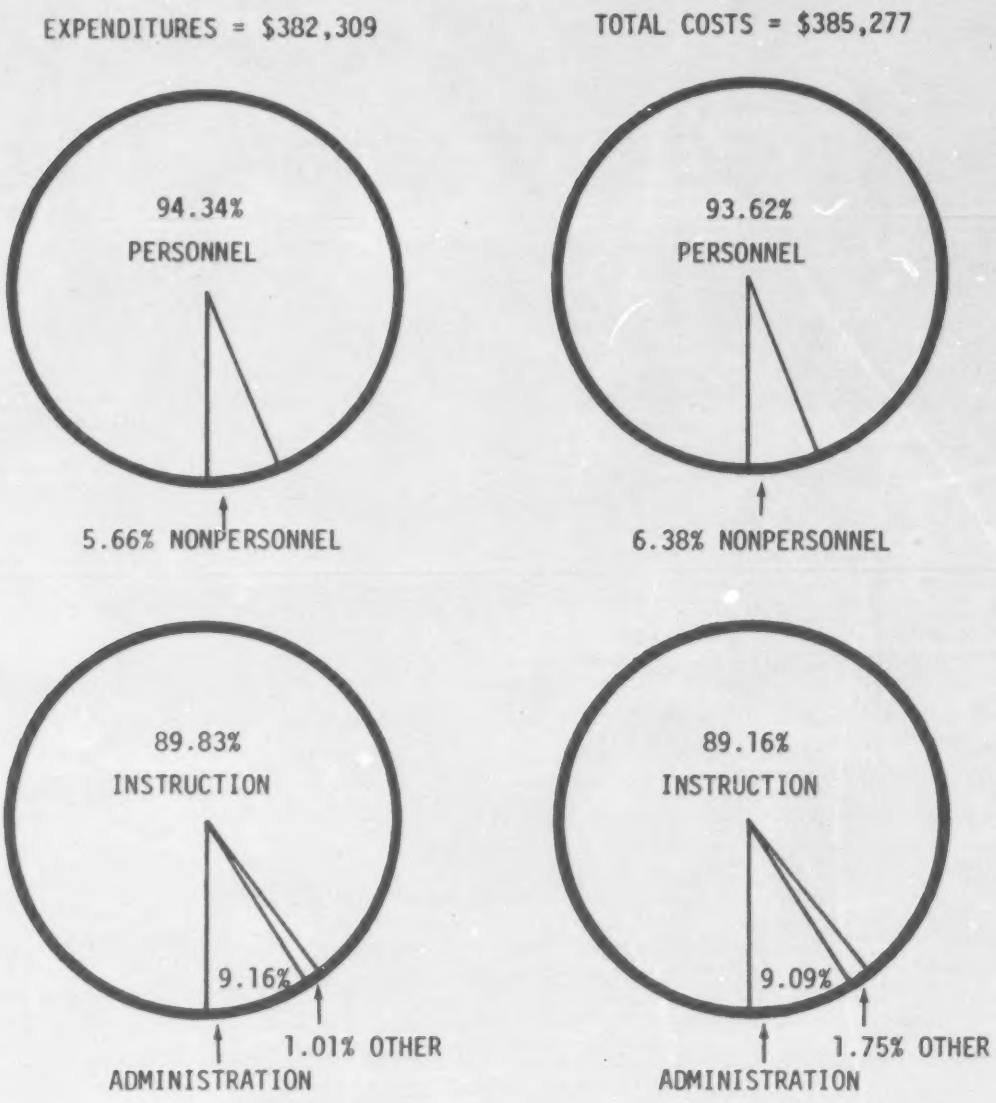
Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $385,277 in Harrison County.

Estimated total costs per student:	$ 270.00
Estimated total costs per FTE student:	$5,016.00
Estimated total costs per student hour: (per class hour: $18.69)	$ 5.56

In 1975-76 Title I expenditures represented 99.23% of estimated total costs. The increment of $2,968 is accounted for by the district's providing Title I with instructional space. The ratio of Title I expenditures to estimated total costs was .99 for the complete program which was composed of elementary level components only.

FIGURE 3.6.2

TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE



3.7 Houston

3.7.1 Allocation Policy

For the first implementation year, Houston will rank schools on the basis of achievement but continue to serve (i.e., hold-harmless) those schools which were previously served on the basis of poverty but do not qualify under achievement criteria. Changes in schools and students served are shown below.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	54 of 169	63 of 170
Secondary	6 of 57	0 of 57
TOTAL PUBLIC	60	63
Non-Public	14	15
Institutions	2	3

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77*
Public		
Elementary (pre-K - 8)	19,518	17,854
Secondary	1,832	0
Non-Public	750	1,076*
Institutions	150	165*
TOTAL	22,250	19,095

*Estimated.

The number of schools to be served increases by 16.6%. The total number of students to be served in Houston decreases by 14.2%; the number of public elementary students decreases by 8.5%.

3.7.2 Other Factors

Houston Independent School District is a large urban district. Its student population of 213,379 makes it the largest of the Demonstration districts; in size it ranks in the top 1% nationally, being the seventh largest in the nation. Its non-federal per-pupil expenditures of $887 make it rank fourth lowest among the Demonstration districts. This expenditure level is also low relative to the national average for large urban districts. However, LEA revenues exceeded expenditures.

Approximately 43% of the student population is Black and 20% is Spanish-surnamed.

In 1975-76 the Title I program served approximately 24,438 students (duplicated count) or 10.4% of the student population. Title I expenditures represented 3.2% of the district budget. Poverty eligible students were 23% of area attendance eligible and poverty saturation was 45%.

Houston's Title I allocation for 1975-76 was $7,902,563. Its carry-over into 1975-76 amounted to $2,717,355 and represented 29.2% of Title I expenditures. Carry-over into 1976-77 is expected to decline to approximately $1,300,000 because of expenditures made for summer school in 1976.

There were five other major compensatory education programs in 1975-76. They were:

Program	Expenditures
Title III, ESAA (federal)	$ 3,227,789
Title IV, ESAA (federal)	--
Follow Through (federal)	441,800
PL93-380	706,274
HB1126 (state compensatory)	1,809,440

With the exception of the state compensatory program, there does not appear to be significant interaction between Title I and the other compensatory programs. This appears to be due to the large size of the Title I program which supports its own administrative and support services as well as supplies, materials, and equipment. The state compensatory program, HB1126, was organized similarly to the Title I program, and served several Title I schools as well as non-Title I schools. Although the programs provide similar services, they are administered individually. The state compensatory education program did not appear to provide services to Title I students.

Although there is space available in many district buildings, due to decreasing enrollment, facilities in the Title I schools, which tend to be older buildings located in the central city, are described as cramped. Estimated imputed rent is $2.97 per square foot.

The average teacher salary in the district is $12,500, including benefits of approximately $500. The average Title I teacher salary is slightly lower at $11,643 without benefits. Teacher benefits (fixed charges) in Houston are the second lowest of all the Demonstration districts. Title I teachers and full-time aides each receive a $150 benefits package, the total of which is calculated to be approximately 1.5% of all salaries paid for Title I. These benefits are unusually low, both in general and specifically, because the benefit package does not include the sick leave which is paid for by the district (approximately $325).

Houston's indirect charge is the second highest of the Demonstration districts at 4.5% of Title I expenditures. The relatively high charge and the large Title I expenditures in Houston make the indirect charge a significant Title I cost in this case.

3.7.3 Program Delivery 1975-76

Non-$ Descriptors

In 1975-76 the Title I program in the Houston Independent School District was composed of 12 components which provided the instructional services indicated in Table 3.7.1. The table indicates that instructional services were concentrated on serving elementary students in elementary reading and math, computer-assisted instruction, and language development. In both the reading and math high school components, students received instructional services for only a half-year (on the average) making them relatively less concentrated than the full-year elementary services.

$ Descriptors

Expenditures. Total expenditures for the 1975-76 Title I program in Houston were $7,413,733.*

Expenditures per student:	$ 247.00
Expenditures per FTE student:	$2,906.00
Expenditures per student hour: (per class hour: $18.67)	$ 2.56

The expenditures for each component, expressed as a percentage of total expenditures are shown below in Figure 3.7.1.

By component, Title I expenditures are as shown in Table 3.7.2; by level, expenditures are as shown in Table 3.7.3. Of total expenditures, those for elementary instruction only account for 59.9%.

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*Expenditure descriptions reflect Title I budgets almost exactly, according to the LEA. Figure 3.7.1 does not include expenditures for summer school ($1,900,015).

TABLE 3.7.1

NON-S DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Early Childhood										
Pre-k	1,300	4.3%	--	--	--	--	--	17	1 Specialist 1 Aide	45 Minutes/Day 5 Days/Week Full Year
Kindergarten Full-out	967	3.2	26,109	6.6	195	5.7	.150	5	1 Specialist	45 Minutes/Day 5 Days/Week Full Year
Grades k-2	1,875	6.2	4,000	0.1	67	2.6	.036	15	.5 Specialist .5 Aide	30 Minutes/Day 2 Days/Week Full Year
Remedial Reading										
Grades 1-6	17,279	57.5	315,096	79.4	1,751	68.9%	.101	5	1 Specialist	30 Minutes/Day 4 Days/Week Full Year
Grades 7-10	1,044	3.5	10,440	2.8	131	5.2	.125	12	1 Specialist 1 Aide	90 Minutes/Day 5 Days/Week 18 Weeks
(non-public) Grades 1-6	793	2.6	6,930	1.6	61	2.9	.077	11	1 Specialist .5 Aide	36 Minutes/Day 5 Days/Week Full Year
Remedial Math										
Grades 1-6	2,849	9.5	27,065	6.8	180	7.1	.063	6	1 Specialist 1 Aide	30 Minutes/Day 5 Days/Week 18 Weeks
Language Thru Theater										
Grades k-6	210	0.7	3,940	0.1	24	0.9	.114	7	1 Specialist	30 Minutes/Day 5 Days/Week 18 Weeks
Computer-Assisted Instruction -- Reading and Math										
Grades 1-6	2,424	8.1	4,363	0.1	73	2.9	.030	15	1 Specialist	18 Minutes/Day 5 Days/Week 18 Weeks
Neglected & Dependent										
Grades 1-6	70	0.2	--	--	--	--	2	--	--	--
Grades 7-12	380	1.3	--	--	--	--	1	--	--	--
Auxiliary Services: health, counseling, clothing, theater food, community, Follow-Through	30,374 (duplicated)									
TOTAL	22,250*	100%	397,931	100%	2,468	100%	.085	7.29		

*Unduplicated.

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.546
Elementary Instruction Only	.483

FIGURE 3.7.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT

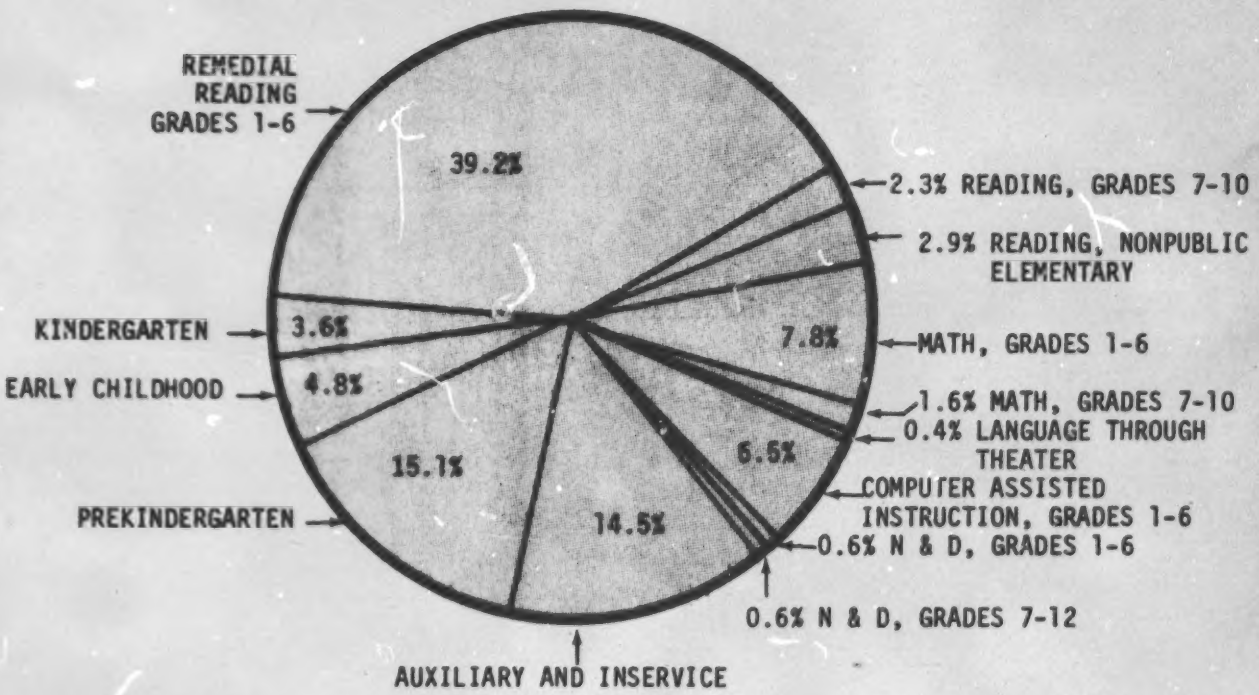


TABLE 3.7.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER FTE STUDENT
Early Childhood pre-k	$1,119,589	$861	$ NA
Early Childhood kindergarten	267,559	277	1,845
Early Childhood k-2	359,171	113	5,388
Remedial Reading grades 1-6	2,905,886	168	1,660
Remedial Reading grades 7, 8, 10	170,030	163	1,303
Remedial Reading (non public) grades 1-6	215,998	272	3,566
Remedial Math grades 1-6	575,231	231	3,641
Remedial Math grades 7-10	121,899	139	1,108
Language Thru Theater grades k-6	27,314	130	1,155
Computer-Assisted Instruction grades 1-6	480,169	199	6,618
Neglected and Delinquent grades 1-6	45,849	655	NA
Neglected and Delinquent grades 7-12	47,949	126	NA
Auxiliary (counseling, clothing, theater, food, community, Follow Through, and inservice)	1,077,089		

TABLE 3.7.3

EXPENDITURES BY PROGRAM LEVEL

SCHOOL TYPE	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Elementary	$5,186,506	$228	$2,558
Reading*	2,905,886	168	1,660
Math*	575,231	231	3,641
Secondary	291,928	152	1,214
Non-public/ Institutional	309,799	249	5,115

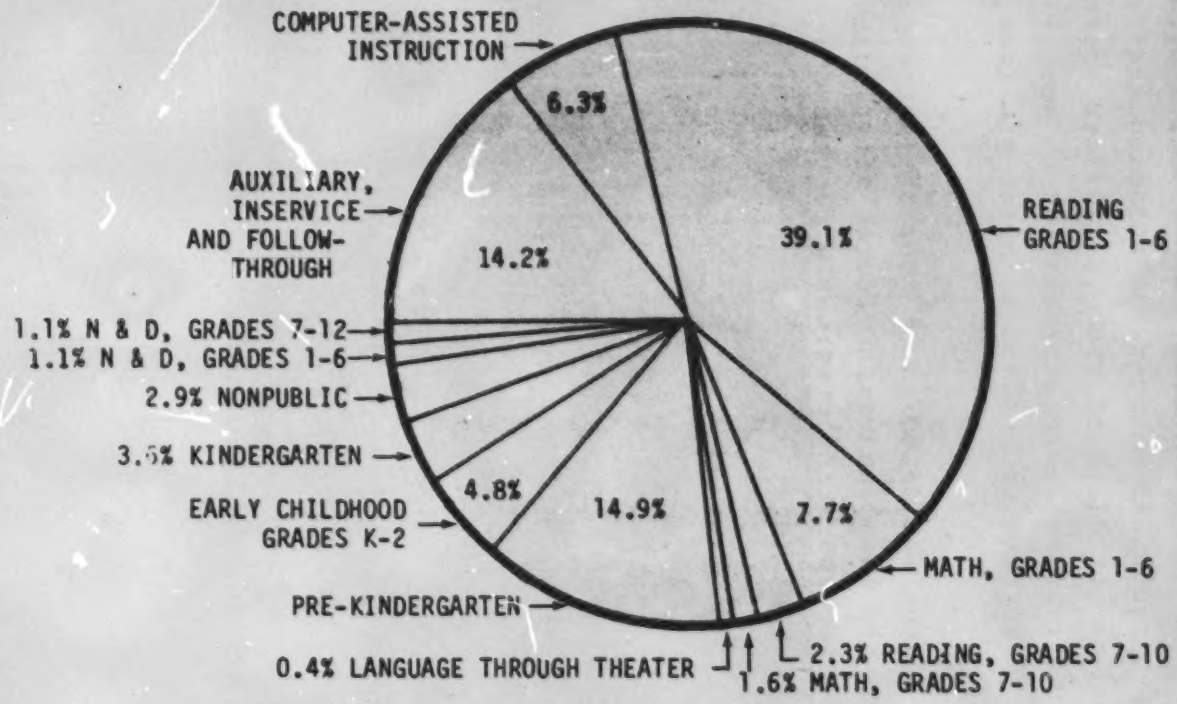
*Neither reading nor math includes the computer-assisted instruction in reading and math.

Elementary expenditures reflect the relative concentration of instructional services in the elementary components as they are higher in both absolute (total expenditures) and relative (expenditures per FTE) terms than secondary activities. The smaller elementary math component has higher expenditures both per student and per student FTE, partially because they had daily sections (reading had four meetings per week per student). Expenditures per student FTE were especially high for computer-assisted instruction.

Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $7,671,357 in Houston.

Estimated total costs per student:	$ 255.00
Estimated total costs per FTE student:	$2,931.00
Estimated total costs per student hour: (per class hour: $19.32)	$ 2.65

FIGURE 3.7.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



Estimated total costs for Houston's Title I program exceeded program expenditures by approximately 3% for both complete Title I activities and for elementary instructional activities.

Estimated total costs differed from program expenditures in three areas: space use, instructional equipment and fixed charges for salaried staff. Imputed rent for use of district space facilities increased "Other" total costs relative to expenditures as most Title I instructional activities took place in space provided by the district.

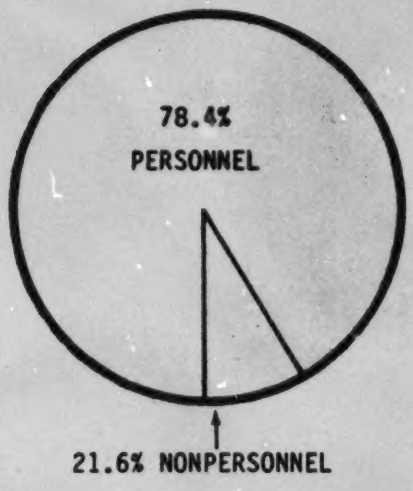
The estimated total cost of instructional equipment was slightly less than expenditures after adjustments were made for incorporating previously purchased equipment and newly purchased equipment whose useful life exceeds one year.

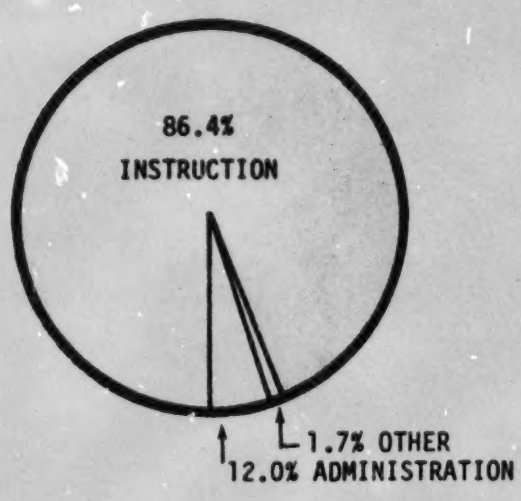
No direct participation of district personnel in Title I activities was reported. The large size of the Title I program may contribute to its lack of dependence on or use of district resources. However, only $150 per staff member was charged to Title I funds for fixed charges. As regular staff benefits average approximately $450 annually, the difference represents a district contribution to Title I and was incorporated into estimated total costs.

The ratio of expenditures to estimated total costs for the Title I program in Houston is .97 for both complete Title I and elementary instruction.

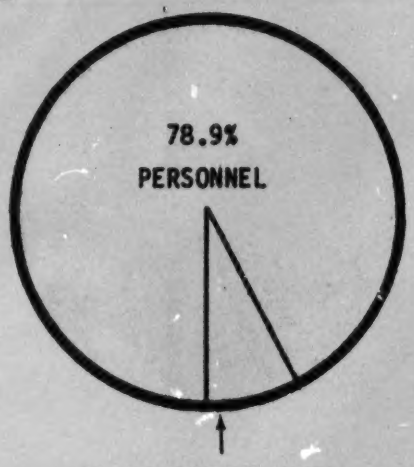
FIGURE 3.7.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

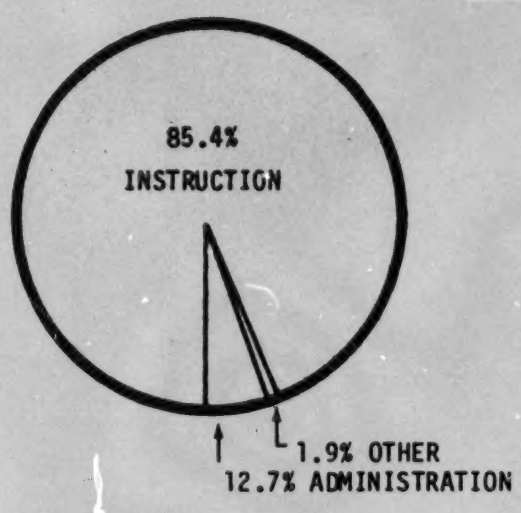
EXPENDITURES = $ 7,414,784





ESTIMATED TOTAL COSTS = $ 7,671,357





3.8 Mesa

3.8.1 Allocation Policy

During the first implementation year, Mesa will serve low-achieving students in all elementary schools (Direct Allocation Policy).

As can be seen from the table below, Mesa is deconcentrating Title I services at the school level by moving from serving 56% of the districts' schools (19 of 33) to serving 100% of the districts' schools (34 of 34). To assure the efficient utilization of Title I resources, each school served in 1976-77 must have a minimum of 20 eligible (by achievement criteria) students.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	14 of 25	25 of 25
Junior High	3 of 6	6 of 6
High School	2 of 2	3 of 3
TOTAL PUBLIC	19 of 33	34 of 34
Non-Public	2	2

SCHOOL TYPE	STUDENTS SERVED	
	1975-76*	1976-77
Public		
Pre-Kindergarten	251	
Kindergarten	861	
Elementary	2,494	3,229
Secondary	1,323	1,452
TOTAL	4,929	4,681

*Numbers of students based on district planning documents.

While the number of schools targeted to receive Title I services in 1976-77 has increased substantially, the number of students to be served actually declines by approximately 57%. The number of public elementary students served decreases by 10.5%. Two factors relating to the number of students served in Mesa should be noted:

1) The number of students served is a duplicated count, i.e., a particular student who received both math and reading would be counted twice.

2) Mesa's Title I program shifts students in and out of Title I classes. Thus, the total number of students served at any given time was perhaps 50% of the total number of "unique" students served throughout the school year.

3.8.2 Other Factors

An important factor in Mesa is the lack of space available for Title I programs. This is due not to the reluctance of the population to increase district school facilities (every bond issue brought to the public for ratification has passed in the last five years; of the 34 schools currently in operation in Mesa, 17 have been built in the last nine years), but rather to the rapidly expending population. In the last two years alone, public school enrollment has expanded from 20,529 to 26,527, an increase of 20.2%. By increasing the number of schools to be served by Title I in 1976-77, while at the same time reducing the number of students to be served, the space problem has been spread out among all schools rather than being concentrated in 18.

A necessary corollary to such a rapid expansion of Mesa's public school facilities is a similar rapid expansion of the amount of debt service carried by Mesa. In 1975-76 debt service was $9.4 million, an amount which represented 26.3% of the total district expenditures. Thus, Mesa's imputed rent per square foot of $6.15 is the second highest of the 13 Demonstration districts.

Non-federal expenditures in Mesa amounted to $1,345 per enrolled student, an amount which was above the national average. Title I expenditures of $407,370 represented 1.04% of non-federal exenditures in 1975-76.

Title I services were received by 4,929 students in 1975-76, an amount which represented 19% of the total district enrollment. The district poverty-eligible percent of area attendance eligible in 1975-76 was 8% and poverty saturation was 218%, the highest of the Demonstration LEAs.

Expended Title I carry-over amounted to approximately $58,168 in 1975-76, or 14% of Mesa's total Title I expenditures. This proportion is not expected to change significantly in the district.

The average Title I teacher salary for 1975-76 in Mesa was $9,017, the lowest of the 13 Demonstration districts. The average district teacher salary was $12,223 during 1975-76.*

The fringe benefit rate for salaried staff was 12.7%.

The indirect charge rate was 4.01% in 1975-76 and was used to support cafeteria and food services, the business office, and data processing.

Other compensatory programs included the following:

A) Special English Program funded by state and local funds; 1975-76 expenditures approximately $75,000.

B) Indian Education Program funded by Title IV; expenditures for 1975-76 approximately $72,000.

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*As discussed below, many of the components of Mesa's Title I program relied on para-professional classroom aides rather than teachers. The average aide salary was $2,970 plus fixed charges.

3.8.3 Program Delivery

Non-$ Descriptors

Table 3.8.1 indicates that the most intense instruction occurs at the junior high school level. This is a function of two scheduling factors: 1) the average length of section meetings is 55 minutes at the junior high level as compared with 24 minutes per meeting at the elementary level; and 2) the average junior high school student receives 16 weeks of Title I instruction as compared wtih 12 weeks received by the average high school student. Table 3.8.2 shows non-$ descriptors for different instructional levels.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $407,293 in Mesa.

Expenditures per student:	$ 82.00
Expenditures per FTE student:	$1,634.00
Expenditures per student hour: (per class hour: $9.83)	$ 1.86

TABLE 3.8.1

NON-S DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Pre-Kindergarten Nursery	251	5.0%	--	--	--	--	--	4	1 Aide	150 Minutes/Day 1 Days/Week 28 Weeks
Very Important Parent	848	17.1	10,527	25.4	65.9	26.4	.078	5	1 Aide	133 Minutes/Day 1 Day/Week 28 Weeks
Remedial Reading Grades 1-6	1,398	28.1	13,106	31.6	58.3	23.4	.042	4	1 Aide	25 Minutes/Day 5 Days/Week 18 Weeks
Grades 7-9	303	6.1	4,848	11.7	26.9	10.8	.089	9	1 Specialist	60 Minutes 5 Days/Week 16 Weeks
Grades 10-12	471	9.5	1,727	4.2	26.6	10.7	.056	15	1 Specialist	55 Minutes 5 Days/Week 12 Weeks
Reading Clinic Grades 4-6	93	1.9	291	0.7	1.9	0.8	.021	6	1 Aide	45 Minutes/Day 5 Days/Week 5 Weeks
Remedial Reading Parochial Grades 1-6	30	0.6	240	0.6	1.1	0.4	.037	4	1 Aide	30 Minutes/Day 2 Days/Week 32 Weeks
Remedial Math Grades 1-6	913	18.4%	5,600	13.5%	31.1	12.5%	.034	5	1 Aide	23 Minutes/Day 4 Days/Week 20 Weeks
Grades 7-9	374	7.5	4,156	10.0	22.7	11.1	.074	6	1 Aide	50 Minutes/Day 5 Days/Week 16 Weeks
Grades 10-12	172	3.5	946	2.3	9.7	3.9	.056	10	1 Specialist	55 Minutes/Day 5 Days/Week 12 Weeks
TOTAL	4,972	100%								
-ESL & Pre-k	4,602		41,441*	100%	249.2	100%	.054	5.27		

*47.5 hours per student served.

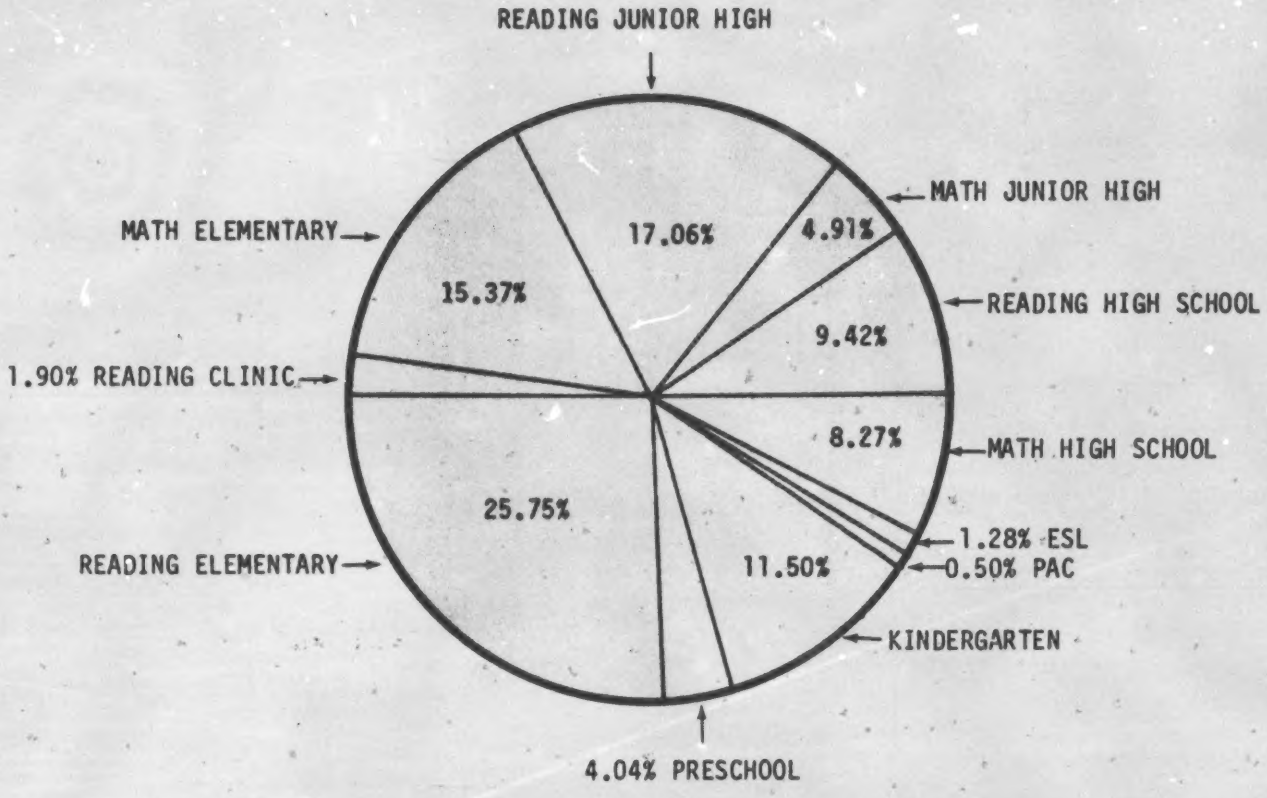
ACTUAL TEACHER/AIDE RATIO	
Complete Title 1	.14
Elementary Instruction Only	(aides only)

TABLE 3.8.2

NON-$ DESCRIPTORS BY GRADE LEVEL

SCHOOL TYPE	STUDENTS SERVED		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)
	Number	% of Total	Number	% of Total		
Elementary Reading	1,521	62.5%	61.3	66.3%	.040	4.09
Elementary Math	913	37.5	31.1	33.7	.034	5.00
Elementary Instruction	2,434	64.8	92.4	50.4	.038	4.39
Junior High Instruction	677	18.0	54.6	29.8	.081	5.51
Senior High Instruction	643	17.2	36.3	19.8	.056	13.23

FIGURE 3.8.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



As Table 3.8.3 below illustrates, the elementary reading program is 7% more expensive per student served than the elementary math program, whereas the math program is 10% more expensive per FTE student than the reading programs. This is a result of non-$ factors described in Table 3.8.2 above. In the first case the fact that the elementary reading program is 18% more intense per student served than the math program would cause the dollars per student served to be higher in the reading program. In the second case, the fact that the math program meets on four days a week may indicate that one day a week is used as planning time which does not affect the number of FTE students that are served, but which does have a bearing on the dollar per FTE student.

TABLE 3.8.3

EXPENDITURES BY GRADE LEVEL

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Elementary Reading	$112,630	$ 74	$1,830
Elementary Math	52,620	69	2,014
Total Elementary Instruction	175,250	72	1,897
Total Junior High Instruction	89,463	132	1,637
Total High School Instruction	72,036	112	1,986

It is also quite interesting to notice the high correlation between percentage of expenditures and the corresponding percentage of FTE students in each of the five major categories above.

Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $807,582 in Mesa.

Estimated total costs per student:	$ 162.00
Estimated total costs per FTE student:	$3,241.00
Estimated total costs per student hour: (per class hour: $18.38)	$ 3.49

TABLE 3.8.4

EXPENDITURES BY PROGRAM COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER FTE STUDENT
Pre-Kindergarten Nursery	$ 16,436	$ 65	$ --
Kindergarten Very Important Parent	46,843	55	711
Remedial Reading grades 1-6	100,328	72	1,722
Remedial Reading grades 7-9	69,484	229	2,580
Remedial Reading grades 10-12	38,367	81	1,444
Reading Clinic grades 4-6	7,739	83	3,994
Parochial Reading grades 1-6	4,563	150	4,212
Math grades 1-6	62,620	69	2,014
Math grades 7-9	19,979	53	721
Math grades 10-12	33,669	196	3,470
ESL grades 5-8	5,220	44	--
PAC	2,122	--	--

TABLE 3.8.5

ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

COMPONENT	ESTIMATED TOTAL COSTS	$ PER STUDENT	$ PER FTE STUDENT
Pre-Kindergarten Nursery	$ 16,436	$ 65	$ --
Kindergarten Very Important Parent	136,832	161	2,076
Remedial Reading grades 1-6	240,219	172	4,124
Remedial Reading grades 7-9	94,542	312	3,510
Remedial Reading grades 10-12	71,466	149	2,650
Reading Clinic grades 4-6	33,205	357	17,138
Parochial Reading grades 1-6	4,493	150	4,212
Math grades 1-6	112,766	124	3,625
Math grades 7-9	25,332	68	915
Math grades 10-12	43,055	250	4,338
ESL grades 5-8	5,220	44	--
PAC	2,122	--	--

FIGURE 3.8.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

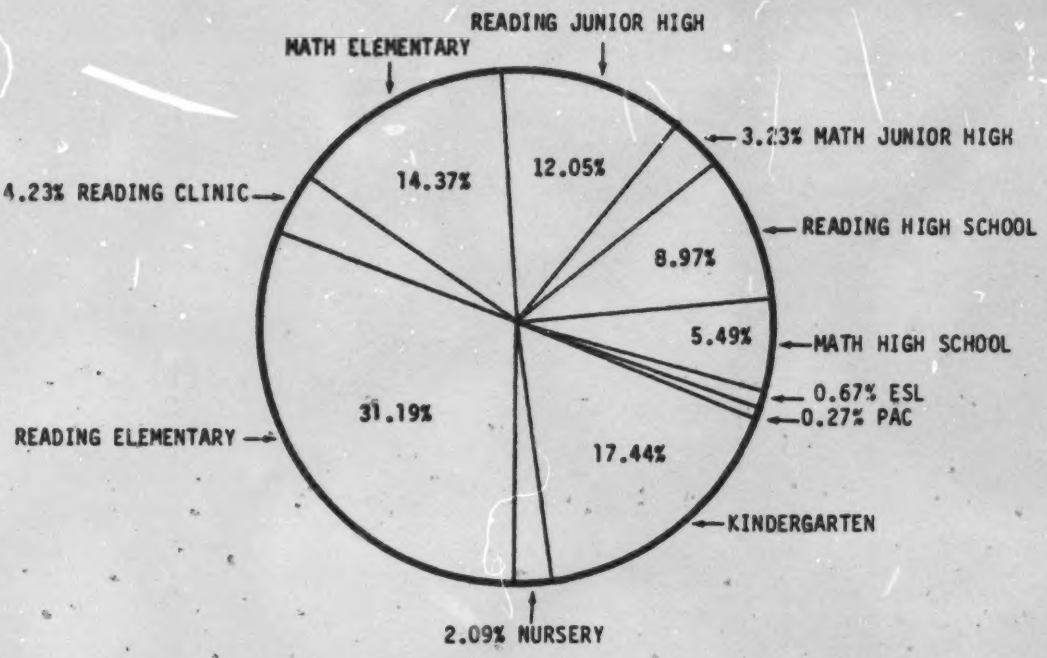


TABLE 3.8.6
ESTIMATED TOTAL COSTS BY GRADE LEVEL

COMPONENT	ESTIMATED TOTAL COSTS	$ PER STUDENT	$ PER STUDENT FTE
Elementary Reading	$277,917	$183	$4,534
Elementary Math	112,766	124	3,626
Total Elementary Instruction	390,683	161	4,228
Total Junior High Instruction	119,374	177	2,323
Total High School Instruction	113,459	176	3,126

Expenditures amounted to 50.43% of estimated total costs in Mesa in 1975-76. The incremental costs of approximately $400,000 were divided up among the following resources:

1) 61.8% The district donated one specialist, 12 resource teachers and 15.5 aides to Mesa's Title I program.

2) 22.7% 200 parents volunteered services to Mesa's Very Important Parent (VIP) kindergarten program.

3) 5.9% The district donated classroom space used in Title I program.

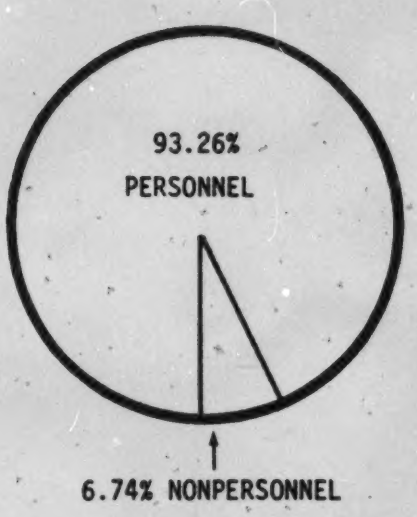
4) 5.5% District-funded math and reading coordinators and their secretaries spend 25 to 30% of their time assisting the administration of the Title I program.

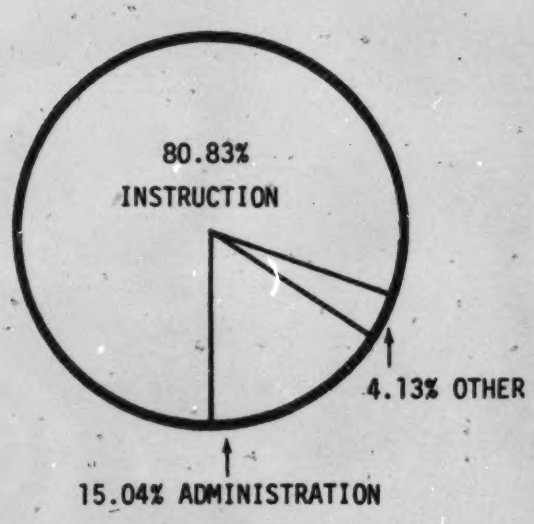
5) 3.6% Instructional materials used by Title I were supplied, for the most part, from the district warehouse.

6) 0.5% Transportation was supplied by the district for the Title I reading clinic.

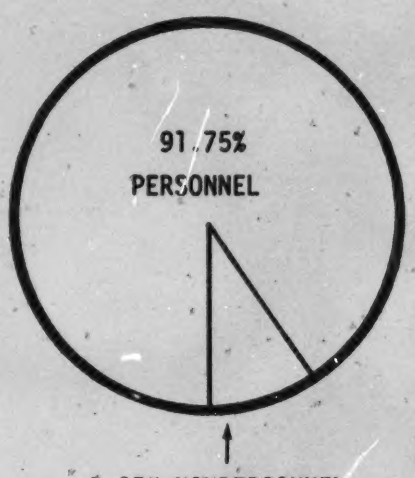
FIGURE 3.8.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

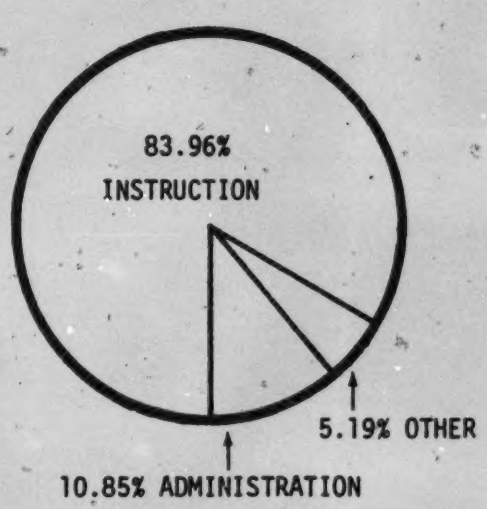
EXPENDITURES = $ 407,293





ESTIMATED TOTAL COSTS = $ 807,582





3.9 Newport

3.9.1 Allocation Policy

For the first implementation year, Newport will serve low-achieving students in all elementary schools (Direct Allocation Policy). Student eligibility for Title I reading instruction in grades 1-5 will be based on the estimated gap between student achievement and student potential, and those with the largest gap will be served first. In grades 6-12, students whose reading achievement scores are more than one year below the norm will be determined eligible. The change in numbers of schools and of students is shown in the tables below.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. 1-5)	3 of 9	9 of 9
Middle (gr. 6)	1 of 1	1 of 1
Junior High	1 of 1	1 of 1
Senior High	1 of 1	1 of 1
TOTAL PUBLIC	7	13
Non-Public	1 of 1	1 of 1

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. 1-6)	175	445
Secondary	330	270
TOTAL PUBLIC	505	715
Non-Public	30	NA

The number of elementary schools to be served increases by 200%, and the number of elementary students by 154%.

3.9.2 Other Factors

The Newport School District serves 6,327 students, making it the smallest of the Demonstration districts. In 1975-76, the Title I program served 535 students or 8.1% of the student population. Poverty saturation was 42%.

District enrollment in Newport has declined significantly during the last several years, and the district describes its fiscal situation as "tight." Despite declining enrollment, district facilities are described as somewhat crowded. However, since the district gives high priority to compensatory education, space is provided for the pull-out Title I activities.

In addition to Title I, the district offered compensatory instruction as part of the State Section 4--Remedial Reading Program, which is funded jointly by the state and the LEA. Since the program is not restricted to "eligible" schools as in Title I, the Section 4 program operates in grades 1-3 on "early intervention." Thus, Title I activities were limited to students in grades 4-6 in Title I elementary schools. However, Title I and Section 4 were administered and operated as one program. They used the same administrative staff and identical program approaches. The Section 4 program provided instructional services to 285 students and auxiliary services to 265 students. Expenditures were $248,833 of which approximately 90% was from LEA funds. Thus, in comparison to Title I, the state-LEA compensatory program expenditures amounted to 83.3% of Title I expenditures.

The Title I carry-over in Newport was 41% of the Title I allocation.

Title I expenditures amounted to 3.6% of the district budget. Non-federal per-pupil expenditures were

$1,844, the second highest of the Demonstration districts and significantly above the national average.

The average teacher salary in Newport was $13,740 in 1975-76. However, the average Title I teacher salary of $11,158 was below the district average. Fringe benefits amounted to 13.5% of salaries.

Indirect charges made by the district were 2.2% of Title I expenditures.

Imputed rent for space use in Newport was relatively low at $1.71 per square foot.

3.9.3 Program Delivery 1975-76

Non-$ Descriptors

Table 3.9.1 below indicates that although more students received instructional services in the secondary component, Remedial Reading (grades 7-9), both in terms of enrollment and student FTE, the concentration of services was greater in the elementary component, Remedial Reading (grades 4-6) as both total hours of instruction and the ratio of FTE to enrollment were higher.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $263,854 in Newport.

Expenditures per student:	$ 493.00
Expenditures per FTE student:	$6,823.00
Expenditures per student hour: (per class hour: $40.89)	$ 7.30

TABLE 3.9.1

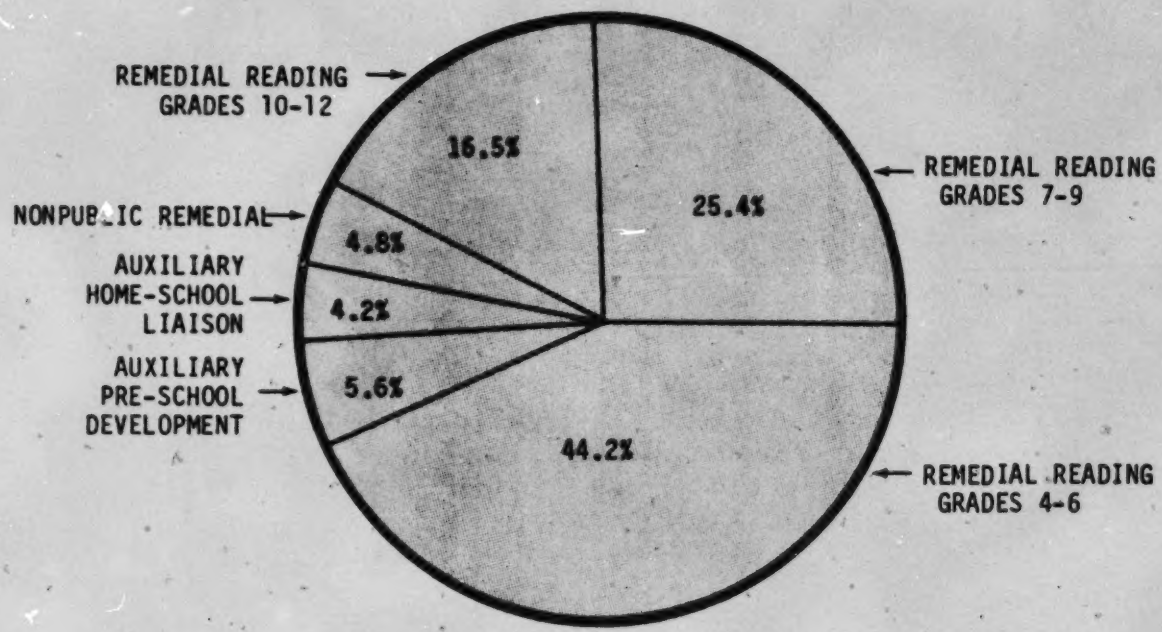
NON-S DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Remedial Reading										
Grades 4-6	175	32.7%	3,150	48.8%	16	41.0%	.091	5	1 Specialist 1 Aide	30 Minutes/Day 5 Days/Week Full Year
Grades 7-9	210	39.3	2,385	37.0	18	47.4	.086	6	1 Specialist	45 Minutes/Day 3 Day/Week Full Year
Grades 10-12	120	22.4	917	14.2	5	12.8	.042	6	1 Specialist	55 Minutes/Day 5 Days/Week Full Year
Auxiliary										
Pre-school Development	30									
Home/School Liason	250									
Remedial Reading (non-public)										
Grades 1-4	30	5.6							1 Specialist 1 Aide	
TOTAL	535*	100%	6,425	100%	39	100%	.072	5.6		

*Does not include auxiliary services.

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.714
Elementary Instruction Only	.659

FIGURE 3.9.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



Instructional expenditures by grade level were:

SCHOOL TYPE	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Elementary	$116,166	$664	$7,301
Secondary	$110,883	$336	$4,821

The figure and tables above indicate that the largest amount of total expenditures were for the elementary reading component and that this component also had the highest per student and per student FTE expenditures, reflecting the concentration of services (described in Table 3.9.1 above) at that level. This concentration of services and expenditures at the elementary level is attributed by program administrators to the district policy of "early (elementary) intervention."

Of elementary instruction expenditures, 87.3% were for instruction while 9.4% and 3.3% were for administration and other, respectively. A large proportion of instructional expenditures (26.5% of total expenditures) were for instructional support as Title I specialists spent approximately 60% of their time instructing and 40% providing instructional support. 0.4% of total expenditures were used for research/evaluation.

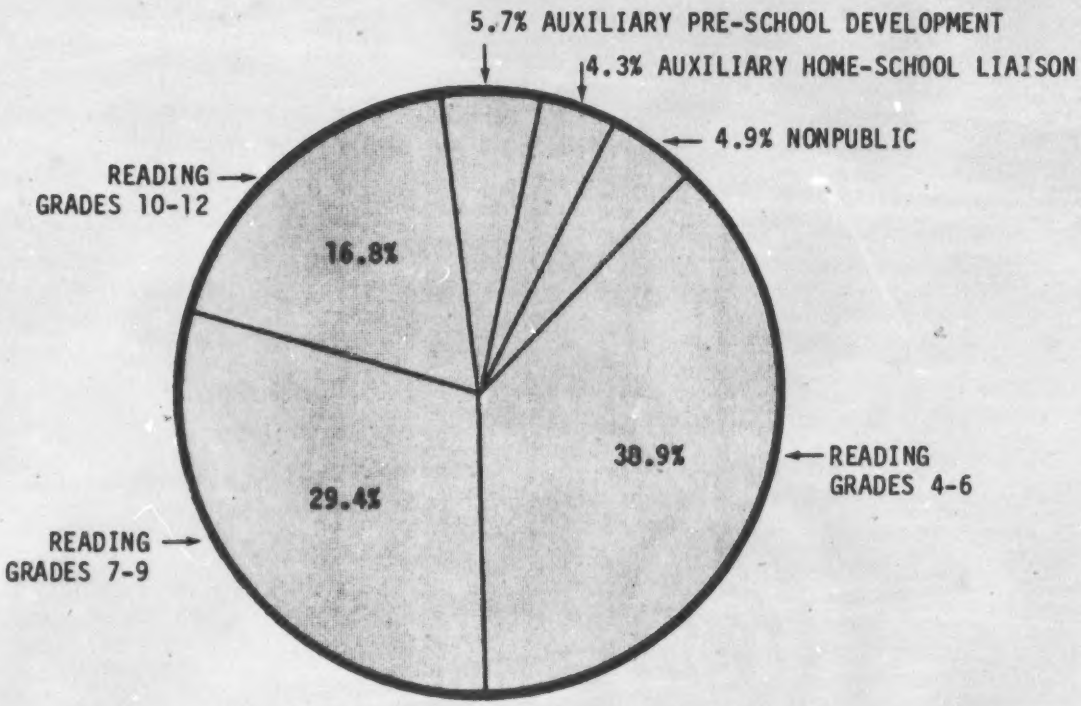
Estimated Total Costs. In 1975-76 estimated total costs amounted to $259,547 for Newport.

Estimated total costs per student:	$ 485.00
Estimated total costs per FTE student:	$6,712.00
Estimated total costs per student hour: (per class hour: $22.40)	$ 4.00

When compared with the proportions of total Title I fund expenditures by component, elementary (grades 4-6) Remedial Reading accounts for a slightly smaller share of estimated total costs while reading in grades 7-9 is slightly larger. The shares of estimated total costs for other components is approximately the same as their shares of total Title I expenditures.

The figure below compares Title I expenditures with estimated total costs by resource type.

FIGURE 3.9.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



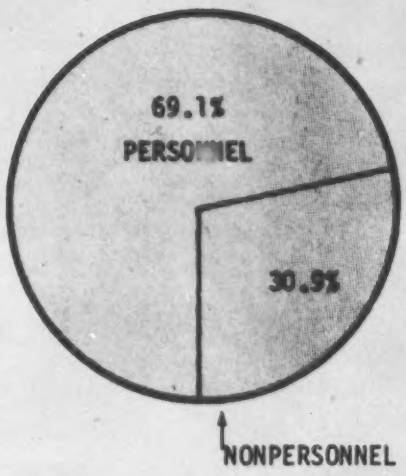
For the complete Title I program, there are several distinctions between expenditures and estimated total costs for different types of resources. Purchase of reuseable instructional equipment decreases non-personnel and instructional total costs relative to expenditures. District administrators who worked on developing Title I activities represent the largest district contribution to the Title I program and account for the different proportions for administration of expenditures and total costs. Space use also represents a district contribution and accounts for the higher ratio of total costs to expenditures for "other" resources. There is only a small difference between Title I expenditures and estimated total costs for the complete Title I program, with expenditures slightly exceeding estimated total costs.

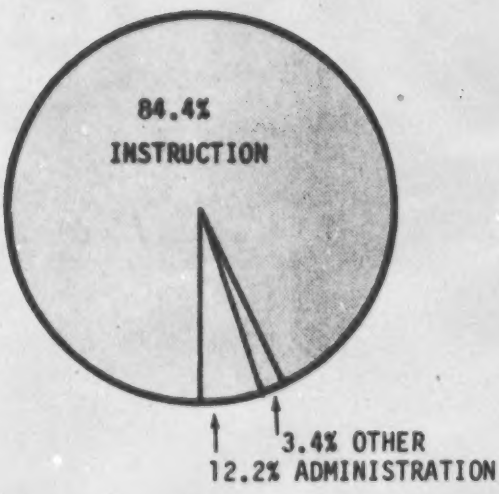
For elementary instruction, the Title I expenditures are greater than estimated total costs by approximately 11%. Although most of the factors discussed above for the complete Title I program also apply to the elementary instruction component, the purchase of instructional equipment whose useful life is greater than one year was greater than in any other component and accounts for estimated total costs being lower than Title I expenditures.

It is important to note that elementary instructional services were offered to students in grades 1-3 who were eligible for Title I services through the state/local compensatory program, reducing the number of elementary students receiving Title I services and thus allowing greater concentration of Title I services. Since the state/local program did not provide additional services or resources to students receiving Title I services, state/local program resources are not counted into the estimated total costs of the Title I program. However, the presence of the state/local program did affect the distribution of Title I resources.

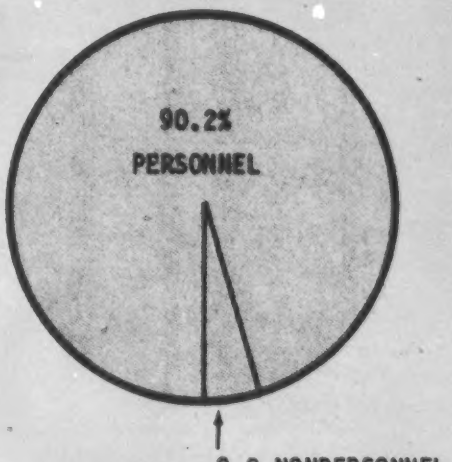
FIGURE 3.9.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

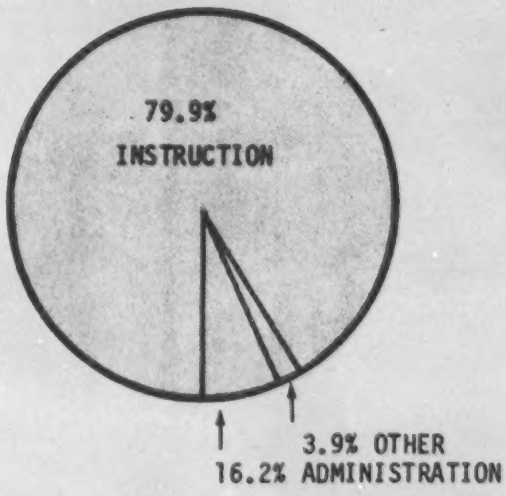
EXPENDITURES = $ 263,854





ESTIMATED TOTAL COSTS = $ 259,547





In summary, there was little difference between overall Title I expenditures and estimated total costs for the 1975-76 Title I program in Newport. The ratio of expenditures to estimated total costs for the complete program was 1.02 and was 1.15 for elementary instruction.

3.10 Racine

3.10.1 Allocation Policy

For the first implementation year, Racine will serve low-achieving students in all elementary schools (Direct Allocation Policy).

Racine is deconcentrating Title I services in 1976-77 at the school level, increasing the number of schools to receive Title I service 42% from 26 to 37. Since the four Junior High Schools served in 1975-76 will not be served in 1976-77, this deconcentration is occurring primarily at the elementary school level where the number of public elementary schools to be served in 1976-77 has increased 83% from 16 to 33.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary (gr. k-6)	18 of 33	33 of 33*
Elementary (k only)	4	4
Junior High	4	
TOTAL PUBLIC	26	37
Non-Public Elementary	5	1
Home for Neglected	1	1

*First year schools in Racine are counted in the same way as second-year schools. Note that the 33 schools served in 1976-77 include four schools served with state compensatory education funds in the same month as Title I.

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Preschool	336	360*
Kindergarten	260	86
Elementary (1-6)	500	1,286
Junior High	253	--
Non-Public	100	20*
Neglected & Delinquent	17	25*
TOTAL	1,466	1,777

*Estimated.

Just as deconcentration at the school level is wholly manifested at the elementary level, so too is deconcentration at the student level. While the total number of students served is expected to increase 21% from 1,466 in 1975-76 to 1,777 in 1976-77, the number of elementary public school students to be served is expected to increase 157.2% from 500 in 1975-76 to 1,286 in 1976-77.

3.10.2 Other Factors

Racine has been relatively pressed for instructional space. This situation is due in part to the following conditions:

a) Enrollment increased rapidly during the 1960's (from 22,618 in 1962-63 to a high of 31,910 in 1970-71).

b) Since 1970, the enrollment has decreased to about 28,800, and is expected to drop to 26,000 by 1980.

c) Racine has had to close small inefficient rural school buildings.

d) Three bond issues failed to pass in the early 1970's.

The combined effect of rapidly growing enrollments during the 1960's and declining enrollments in the 1970's might be to create space problems at the junior and senior high school levels, while alleviating space problems at the elementary level. Thus, Racine's plan to shift Title I services from the junior high school level to the elementary level in 1976-77 may in part be in response to the space problem.

Non-federal expenditures in Racine amounted to $1,351 per enrolled student. Title I expenditures of $1,065,508 represented 2.4% of the district budget in 1975-76.

The average Title I teacher salary in 1975-76 was $9,778 in Racine, while the average district teacher salary was $11,500. Thus, the average Title I teacher salary was 85.03% of the average district teacher salary. Average para-professional aide salary was $3,940.

The fringe benefit rate for salaried personnel in Racine was 25% in 1975-76, as compared with the mean fringe benefit rate of the 13 Demonstration districts of 13.25%. The state formula for indirect charges in Racine was 1.85%. However, the district did not collect indirect charges from Title I funds.

Title I carry-over into 1975-76 amounted to $486,200 or 45.6% of expenditures. The amount of carry-over to be carried forward into 1976-77 was expected to decline to $373,374.

Racine's poverty-eligible students numbered 5,678. The number of students served by Title I in 1975-76 was 4% of district enrollment. Poverty saturation was 26%.

Imputed rent per square foot in Racine was $2.32 in 1975-76.

Other compensatory programs and their expenditures were:

ESAA Title VII	$947,956
State Special Education Needs	$143,360
CESA - Migrant Education	$ 41,000
Follow Through	$180,132

3.10.3 Program Delivery

Non-$ Descriptors

Table 3.10.1 describes non-$ descriptors by instructional component.

$ Descriptors

Expenditures. Title I expenditures amounted to $1,065,508 in Racine in 1975-76.

Expenditures per student:	$ 727.00
Expenditures per FTE student:	$7,623.00
Expenditures per student hour: (per class hour: $22.99)	$ 9.42

FIGURE 3.10.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT

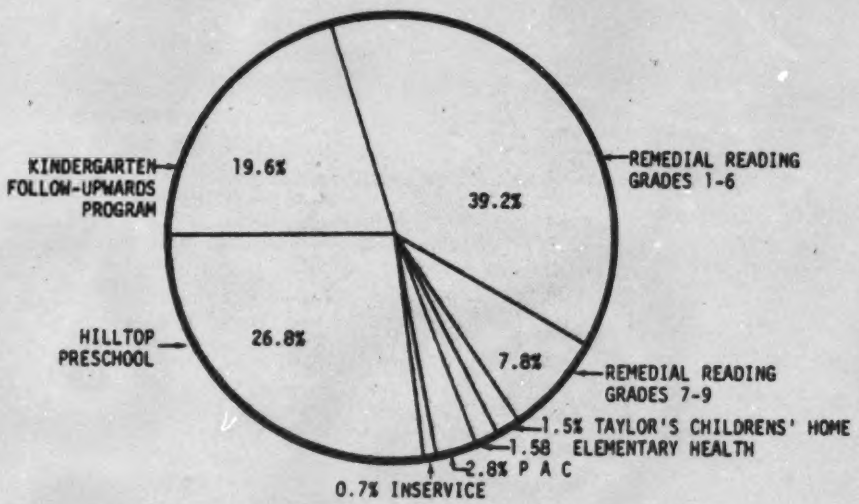


TABLE 3.10.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Hilltop Preschool	336	22.9%	--	--	--	--	--	14	1 Aide	60 Minutes/Day 1 Day/Week (Home Visit)
Kindergarten	260	17.7	7,020	15.1%	33.43	23.9%	.129	2	1 Aide	30 Minutes/Day 3 Days/Week 36 Weeks
Remedial Reading										
Grades 1-6	600	40.9	36,720	79.2	79.39	56.8	.132	2	1 Aide	51 Minutes/Day 4 Days/Week 36 Weeks
Grades 7-9	253	17.3	1,754	3.8	24.65	17.6	.097	13	1 Specialist	52 Minutes/Day 4 Days/Week 26 Weeks
Taylor Children's Home	17	1.2	850	1.9	2.30	1.7	.135	2	1 Specialist	120 Minutes/Day 5 Days/Week 10 Weeks
TOTAL	1,466	100%	46,344	100%	139.77	100%	.124	2.44		

TEACHER/AIDE RATIO	
Complete Title I	.268
Elementary Instruction Only	.167

As shown in Table 3.10.2, the most expensive instructional component on a per student basis is the preschool program. This is due to the fact that instruction, for the most part, takes place in the child's home. Thus, transportation costs are incurred as well as the non-instructional travel time costs. The junior high school program is less expensive than the elementary program due primarily to the larger class size (13 in the junior high program vs. 2 in the elementary program).

TABLE 3.10.2

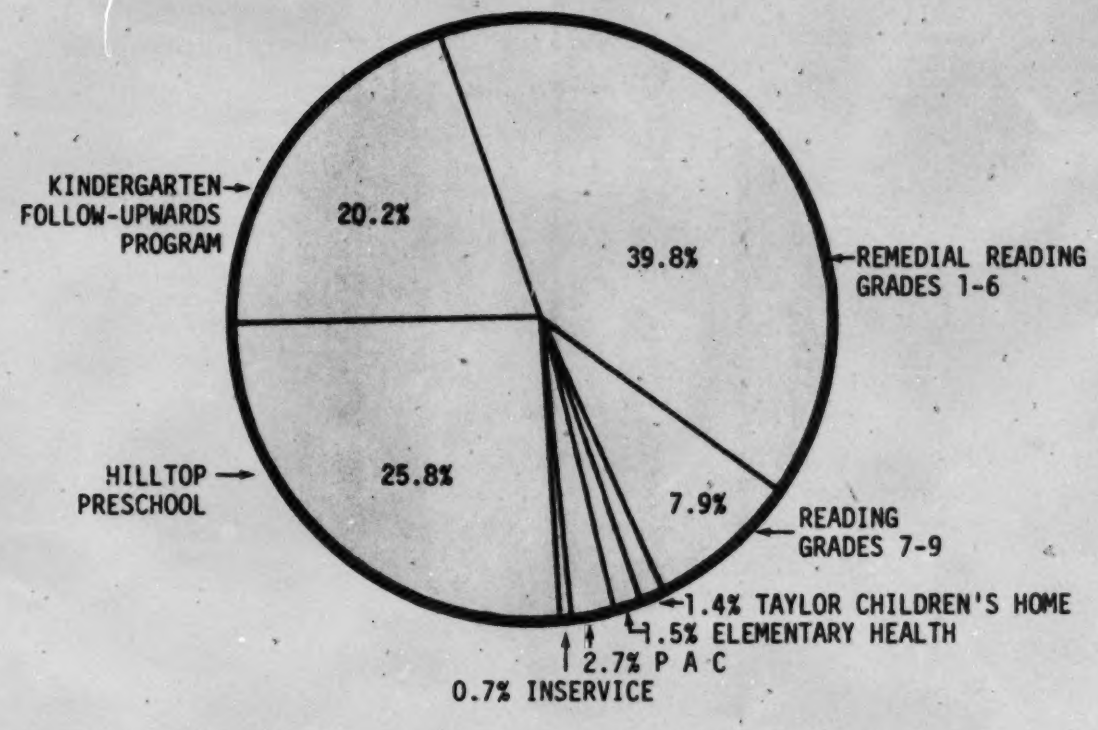
EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Hilltop Preschool	$ 286,006	$851	$9,920
Kindergarten	208,395	802	6,234
Remedial Reading grades 1-6	417,671	696	5,261
grades 7-9	83,148	329	3,373
Taylor Children's Home	16,014	942	6,963
TOTAL EXPENDITURES	$1,011,234		

Estimated Total Costs. Title I estimated total costs amounted to $1,110,578 in Racine in 1975-76.

Estimated total costs per student:	$ 758.00
Estimated total costs per FTE student:	$7,946.00
Estimated total costs per student hour: (per class hour: $23.96)	$ 9.82

FIGURE 3.10.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



Expenditures amounted to 96% of estimated total costs in Racine in 1975-76. The incremental costs of $45,070 were divided among the following resources:

1) 99.6% District-funded principals provided approximately 5% of their time to Title I administration.

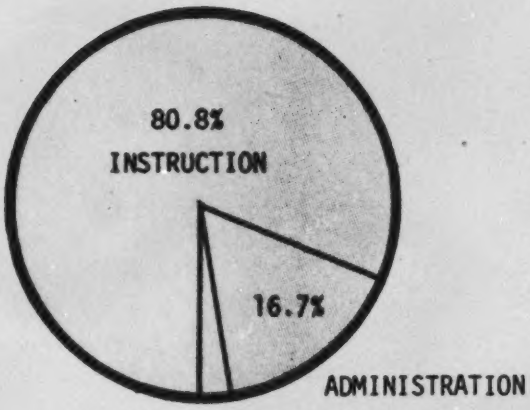
2) 19.9% The district donated classroom space used in Title I program.

3) (19.5%) Capitalizing Title I equipment expenditures for the past five years resulted in a decline in 1975-76 equipment expenditures.

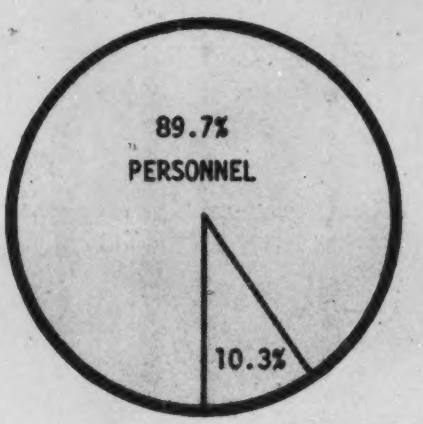
The majority of both expenditures and estimated total costs were for instructional personnel. When compared wtih expenditures, the proportion of estimated total costs was larger for administration and smaller for instruction. This reflects the amounts of principal time devoted to Title I administration and the relatively large amount of expenditures for non-personnel items whose useful life exceeds one year.

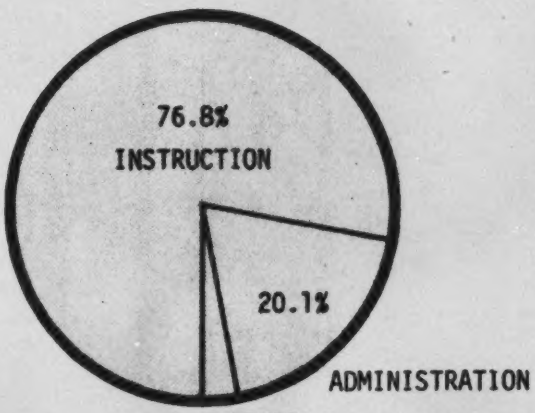
FIGURE 3.10.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

EXPENDITURES = $1,065,508



ESTIMATED TOTAL COSTS = $1,110,578





3.11 Santa Fe

3.11.1 Allocation Policy

For the first implementation year, Santa Fe is serving low-achieving students in all elementary schools (Direct Allocation Policy).

The tables below illustrate that Santa Fe is deconcentrating Title I services at the school level by moving from serving 65% of the public schools in the district to serving 90% of the public schools. It will also be noted that this deconcentration only occurs at the elementary level. The junior high level of concentration remains constant. Santa Fe is increasing the number of elementary public schools to be served by 45%.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	11 of 16	16 of 16
Junior High	2 of 4	2 of 4
Education Service Center	1	1
TOTAL PUBLIC	13 of 20	18 of 20
Non-Public	5	4

SCHOOL TYPE	STUDENTS SERVED	
	1975-76*	1976-77
Public		
Elementary	735	1,149
Junior High	124	154
Non-Public	238	162
TOTAL	1,097	1,465

*Numbers of students based on district planning documents.

While Santa Fe is deconcentrating services at the school level in 1976-77, it is doing so to an even greater extent at the student level. Santa Fe is increasing the number of public elementary students to be served by Title I by 56.3%. It is interesting to note that while the number of public school students to be served in 1976-77 has increased by 51.7%, the number of non-public students to be served has decreased by 31.9%.

3.11.2 Other Factors

The most significant non-policy factor in Santa Fe is the large amount of Title I carry-over funds available. Title I carry-over into 1975-76 amounted to $267,578, or 63.1% of expenditures for that year. Santa Fe's ratio between carry-over and expenditures is the second highest of the 13 Demonstration districts.

While Section 3.11.1 discussed the deconcentration of Title I services at the school level in 1976-77, this deconcentration will not actually materialize since allocation of services in 1976-77 was restricted by a PAC recommendation stated as a condition of the Implementation Plan approval, that the level of Title I services in 1975-76 project schools not be reduced in 1976-77. Title I could expand programs to new schools only with carry-over funds. Thus, while Title I carry-over funds into 1976-77 were essentially unchanged from 1975-76, the amount of Title I carry-over funds into the 1977-78 school year is expected to decline. Thus, in Santa Fe there is a direct link between a non-policy factor, carry-over funds, and allocation policy.

Santa Fe's district enrollment has held relatively stable for the past few years and no significant changes in enrollment are expected to occur in the immediate future. Space was a particularly limiting factor in seven Title I schools which had more eligible students than available classrooms to serve them. Students from these seven schools

were bussed to the nearby Educational Service Center where they received their Title I instruction.

Imputed rent per square foot in Santa Fe was $2.95.

The district poverty-eligible percentage in 1975-76 was 25%. The number of poverty-eligible students was 3,453. Poverty saturation was 32%.

Non-federal expenditures in Santa Fe amounted to $843 per student served, an amount which was 44% below the national average. Title I expenditures of $432,994 represented 1.92% of the district budget in 1975-76.

Title I services were received by 1,097 students in 1975-76, an amount which represented 8% of the total district enrollment.

The average Title I teacher salary for 1975-76 in Santa Fe was $10,197, while the average district teacher salary of $11,500 was 11% higher. The fringe benefit rate was 12.02%.

The indirect charge rate was 3.65%.

Other compensatory programs in Santa Fe and their expenditures included the following:

Title VII	$230,321
Title XX	79,657
Follow-Through	220,541
Community Development	30,819

3.11.3 Program Delivery 1975-76

Non-$ Descriptors

Table 3.11.1 below shows non-$ descriptors by instructional component.

TABLE 3.11.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Remedial Reading										
Grades 1-6	707	66.0%	6,703	55.3%	63.84	60.2%	.093	9	1 Specialist 1 Aide	40 Minutes/Day 4 Days/Week 32 Weeks
Grades 7-8	224	20.9	3,465	28.6	29.81	28.1	.133	8	1 Specialist 1 Aide	45 Minutes/Day 5 Days/Week 33 Weeks
Education Service Center	141	13.1	1,943	16.1	12.33	11.7	.087	6	1 Specialist	40 Minutes/Day 4 Days/Week 31 Weeks
TOTAL	1,072	100%	12,111	100%	105.98	100%	.099	8.25		

TEACHER/AIDE RATIO	
Complete Title I	.511
Elementary Instruction Only	.577

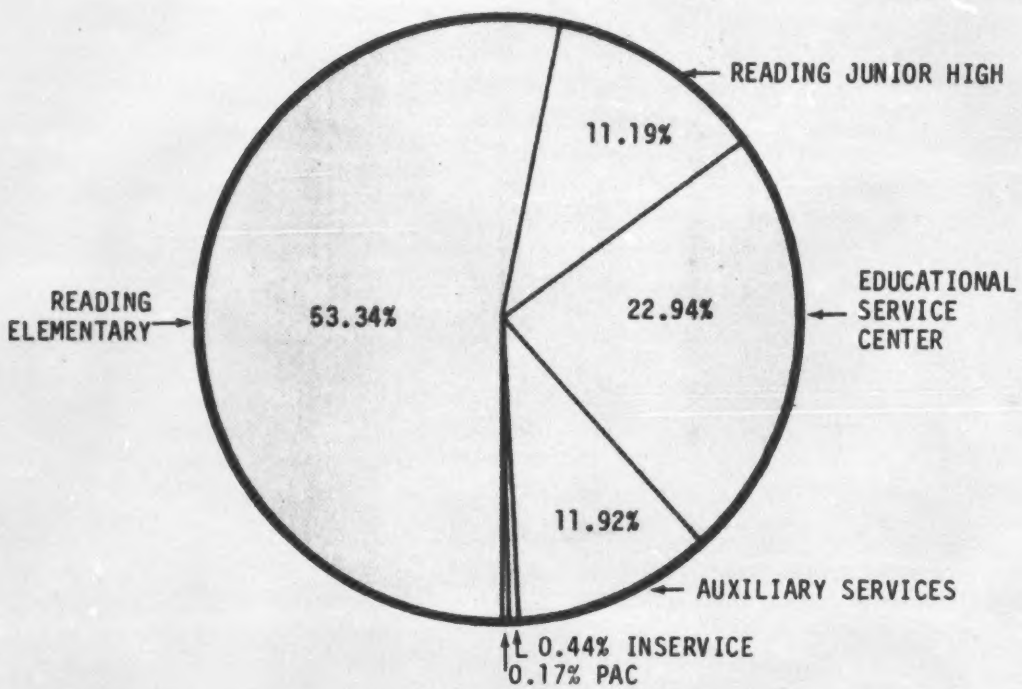
$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $423,994 in Santa Fe.

Expenditures per student:	$ 396.00
Expenditures per FTE student:	$4,001.00
Expenditures per student hour: (per class hour: $35.01)	$ 4.25

Figure 3.11.1 below indicates that approximately half of total Title I expenditures were used for the elementary reading component. The Educational Service Center also provided elementary services.

FIGURE 3.11.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



The concentration of expenditures at the elementary level is reflected in the services at that level (see Table 3.11.1). The proportion of total instructional services relative to expenditures is greater for elementary reading than for the Educational Service Center.

Table 3.11.2 below indicates that the junior high program is 50% less expensive per FTE than the elementary program, and 80% less expensive than the Educational Service Center. This is due in part to the fact that average specialist salary is $9,215 in the junior high program as compared with $10,142 in the elementary program. Also, the specialist/student ratio is 1 to 112 in the junior high program as compared with 1 to 69 in the elementary program. The Educational Service Center is more expensive than either of the other two components since it must provide transportation for the students it served at a cost of $72 per student; its operation and maintenance costs amount to $50 per student and costs associated with two speech specialists amounted to approximately $160 per student.

TABLE 3.11.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Reading			
grades 1-6	$226,165	$320	$3,543
grades 7-8	47,424	212	1,591
Education Service Center	97,274	690	7,889

Estimated Total Costs. In 1975-76 estimated total costs amounted to $481,138 in Santa Fe.

Estimated total costs per student:	$ 449.00
Estimated total costs per FTE student:	$4,540.00
Estimated total costs per student hour: (per class hour $39.73)	$ 4.82

FIGURE 3.11.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

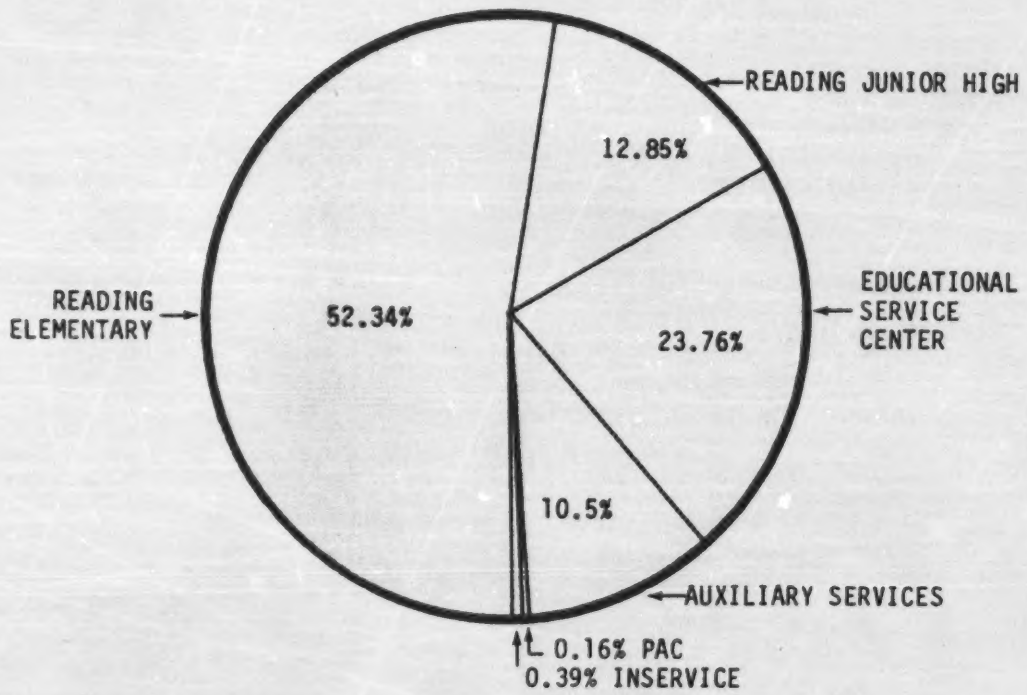


TABLE 3.11.3

ESTIMATED TOTAL COSTS BY INSTRUCTIONAL COMPONENT

COMPONENT	ESTIMATED TOTAL COSTS	$ PER STUDENT	$ PER STUDENT FTE
Reading			
grades 1-6	$251,836	$356	$3,945
grades 7-8	61,832	276	2,074
Education Service Center	114,339	811	9,273

The ratio between expenditures and estimated total costs in Santa Fe was such that expenditures amounted to 88% of estimated total costs. The increment of $57,000 is composed of four distinct types of resources:

1) 21% Principal's involvement in administering Title I program in elementary and junior high school program.

2) 24% Capitalized equipment purchases for the past five years.

3) 29% Space used in Title I; three types of space used:

   a) District-donated classrooms in both the elementary and junior high reading program.

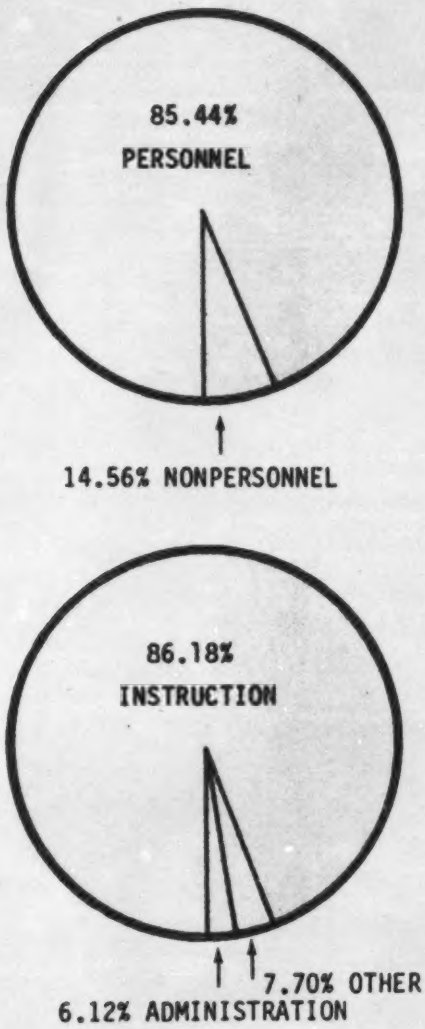
   b) Portables purchased by Title I in 1974-75 for use in junior high programs capitalized over five year period.

   c) The Educational Service Center purchased by Title I in 1973 capitalized over 20 year period.

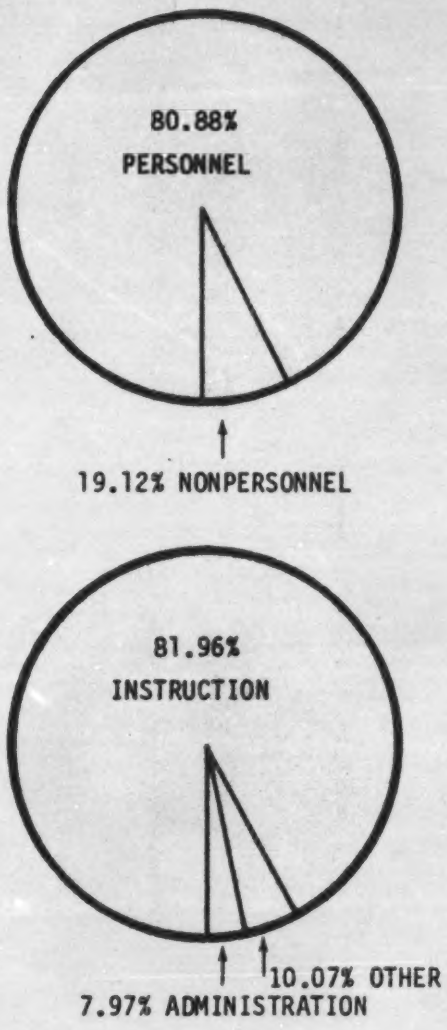
4) 26% Three aides donated to the Educational Service Center by the district.

FIGURE 3.11.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

EXPENDITURES = $ 423,994



ESTIMATED TOTAL COSTS = $ 481,138



3.12 Winston-Salem

3.12.1 Allocation Policy

For the first implementation year, Winston-Salem will rank schools by achievement and serve fewer than all elementary schools (Achievement Allocation Policy). The district has established arbitrary achievement cutoffs for school eligibility so that any school with a specified percentage of students performing below a specified percentile on a standardized test will be deemed eligible for compensatory services. The change in numbers of schools and students served is shown in the tables below.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Grades 1-6	13 of 37	24 of 37
Grades 7-9	6 } of 24	6 } of 24
Grades 9-12	5 }	5 }
TOTAL PUBLIC	24	35
Non-Public	1	1

SCHOOL TYPE	STUDENTS SERVED	
	1975-76*	1976-77**
Public		
Kindergarten	224	0
Grades 1-6	1,812	3,310
Grades 7-8	1,550	1,800
Grades 9-12	630	720
Non-Public	159	138
TOTAL	4,375	5,968

*Auxiliary services not included; duplicated count.

**Estimated.

The number of elementary schools served increased by 85%, and the number of elementary students by 83%.

3.12.2 Other Factors

Several relevant non-policy factors provide a description of the context in which Winston-Salem's 1975-76 Title I program operated.

The number of students in the Winston-Salem/Forsyth County School District was 44,635 in 1975-76 (making it the fourth largest of the Demonstration districts). Its Title I program served 4,375 students, or approximately 9.8% of the student population. The percent of district attendance area eligible according to the Title I formula was 21%. Poverty saturation was 47%.

Per-pupil expenditures from non-federal sources were $1,162 which is the median level of non-federal per-pupil expenditures in the Demonstration districts. Approximately 57% of the district income is from state sources.

Although th district's Title I application indicated a budget of $742,431, the actual Title I allocation received by Winston-Salem for 1975-76 was $1,413,594. Carry-over funds from the previous year amounted to $1,006,180, or 66% of Title I expenditures. The Title I allocation respresented 3.2% of the district budget.

Recent enrollment, as well as the proportion of students from low-income families has remained generally stable. Space facilities are available to house Title I. The district has a balanced budget and recently completed construction of a new administration building.

Title I was the only compensatory education program offered in Winston-Salem in 1975-76. Revenue from the state is used for supplementing teacher salaries and general funds rather than for compensatory programs. However, the state has been gradually assuming funding responsibility for providing kindergarten programs which had formerly been supported with Title I funds.

The average teacher salary in the district is $11,760 and the average Title I teacher salary is slightly higher at $12,636. Fixed charges were approximately 13% of all personnel salaries and were paid with Title I funds. The indirect charge made by the district to Title I funds was 1.7%.

Imputed rent was approximately $1.52 per square foot per year, or $1,368 for one full-time student space. (Debt service was relatively low at $39 per student.)

3.12.3 Program Delivery 1975-76

Non-$ Descriptors

Table 3.12.1 indicates that the Title I services were concentrated on instructional reading activities. Of the reading activities, the multi-media reading labs used for remedial reading in grades 1-6 provided most of the instructional services in terms of total hours of instruction. The FTE/students served ratio indicates that the elementary reading tutorial component offered the most intensive student services, except for the kindergarten program in which all students were full-time, i.e., it concentrated relatively more services on fewer students.

Summarizing the instructional services of the elementary insructional components (elementary reading labs and tutorials), the ratio of student FTE to students served is .137; average hours of instruction per student served is 101 and average instructional group size is 7.7 students.

$ Descriptors

Expenditures. In 1975-76 Title I expenditures amounted to $1,533,542 in Winston-Salem.

Expenditures per student:	$ 351.00
Expenditures per FTE student:	$1,534.00
Expenditures per student hour: (per class hour: $30.15)	$ 3.92

TABLE 3.12.1

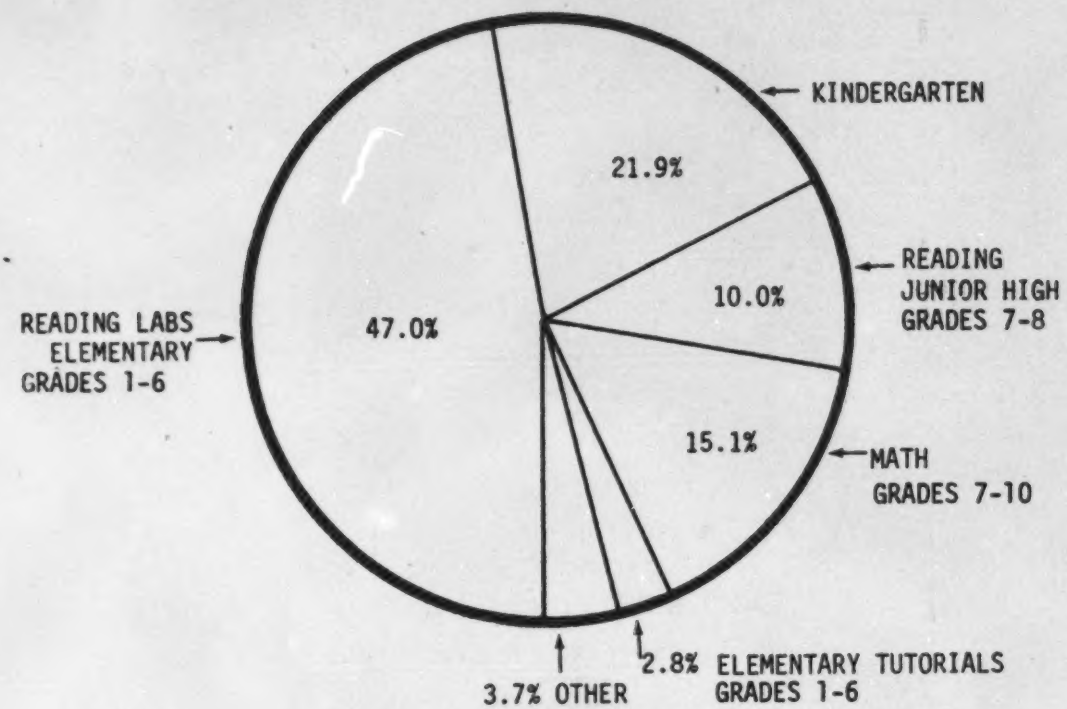
NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
Remedial Reading										
Grades 1-6	1,718	39.0%	17,385	34.3%	246	29.7%	.143	14	1 Specialist 2 Aides	50 Minutes/Day 5 Days/Week Full Year
Grades 7-8	921	20.9	4,605	9.1	307	37.1	.060	60	1 Specialist 2 Aides	100 Minutes/Day 5 Days/Week Full Year
Reading Tutorials										
Grades 1-6	115	2.6	6,517	12.8	7	.8	.333	1	1 Aide	20 Minutes/Day 5 Days/Week Full Year
Kindergarten	224	5.1	8,765	17.2	224	27.6	1.00	23	1 Teacher	Full Day 5 Days/Week Full Year
Remedial Math										
Grades 7-10	1,260	28.7	8,883	17.5	197	3.1	.157	20	1 Specialist 2 Aides	50 Minutes/Day 5 Days/Week Full Year
Non-Public/ Institutional	159	3.6	4,710*	9.3	26	2.1	--	5	--	
TOTAL	4,375	100%	50,865	100%	1,007	100%	.23	12.25		

*Auxiliary-social services for Title I students.

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.313
Elementary Instruction Only	.298

FIGURE 3.12.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



Per-pupil expenditures by program component are shown in Table 3.12.2 below. Although the elementary reading labs used 47% of total expenditures, student enrollment in this component accounted for 39% of total enrollment and 30% of total student FTE, indicating that this component was relatively expensive. Complete elementary instruction (reading labs and tutorials) accounted for almost 50% of total expenditures, 42% of total enrollment, and 31% of total student FTE. Of total student instructional hours, elementary instruction was 47%.

TABLE 3.12.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Kindergarten	$335,380	$1,497	$1,497
Elementary Reading Labs	720,030	419	2,929
Elementary Reading Tutorials	42,346	368	6,433
Secondary Reading Labs	157,594	171	513
Secondary Math	230,997	184	1,176
Non-Public/ Institutional	53,875	362	2,174

Elementary instructional activities include two components: elementary reading labs and the elementary tutorials, whose expenditures of $762,375 represent 49.8% of total Title I expenditures.*

Expenditures by grade level are described below in Table 3.12.3:

TABLE 3.12.3

EXPENDITURES BY GRADE LEVEL

COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
Elementary Instruction	$768,304	$416	$3,020
Secondary Instruction	388,591	335	1,689

*Since there was no elementary math instruction, the figures for elementary instruction also reflect elementary reading expenditures.

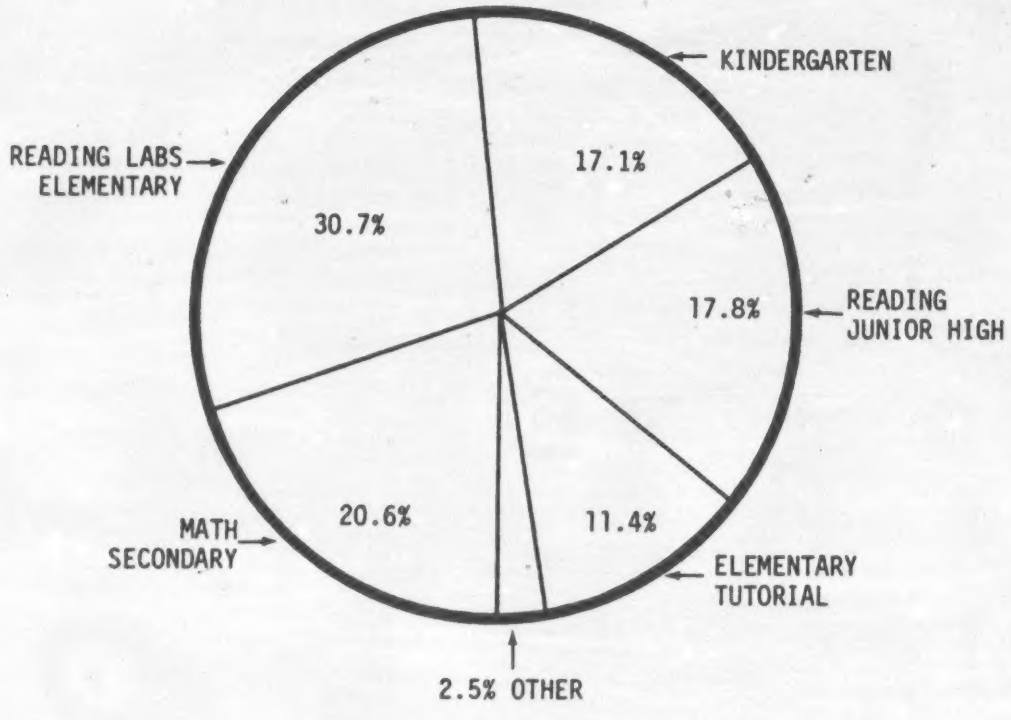
The bulk of elementary instructional expenditures (92%) were for instructional activities; administration and other expenditures were approximately 5.5% and 1.7%, respectively. Personnel, composed mainly of instructional staff, represented 82.5% of expenditures; non-personnel, primarily instructional equipment, accounted for the remaining 17.5%.

Estimated Total Costs. In 1975-76 Title I estimated total costs amounted to $2,202,357 in Winston-Salem.

Estimated total costs per student:	$ 503.00
Estimated total costs per FTE student:	$2,187.00
Estimated total costs per student hour: (per class hour: $43.30)	$ 5.62

The distribution of total costs among program components is shown in Figure 3.12.2 below:

FIGURE 3.12.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT

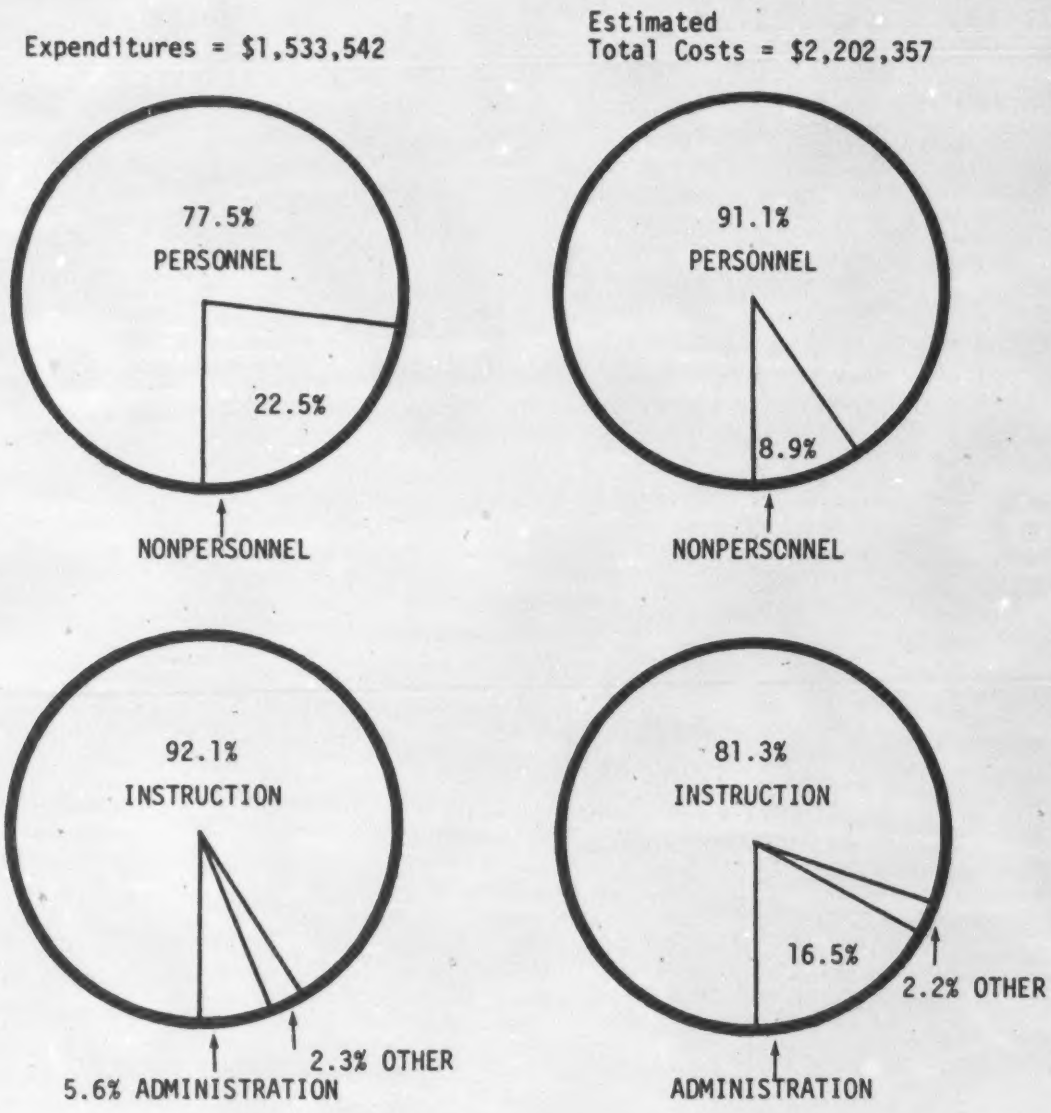


Comparing Figure 3.12.2 with Table 3.12.1 and Figure 3.12.1 indicates that the distribution of total costs among the program components is more proportionate in relation to students served by component (see student FTE and hours of instruction) than were Title I expenditures. In general, the estimated total costs per student and per student FTE were more proportionate, in relation to component, than were Title I expenditures.

For the complete Title I program, the largest differences between estimated total costs and expenditures fall in the areas of administrative personnel, teaching staff, and space use (all of which were greater than expenditures), and instructional materials and equipment whose estimated annual cost was approximately 50% of expenditures. The amount by which estimated total costs exceed expenditures for administrative personnel, teaching staff, and space use represents use of district resources by the Title I program. Specifically, administrative personnel differences between total costs and expenditures are composed of time estimated by the LEA to have been spent by LEA administrators, school principals and curriculum coordinators on Title I activities. Increased costs for teaching staff are composed of regular classroom teachers' time estimated to have been spent on Title I activities, in particular, the junior high reading component. Because the Title I program spent a sizeable amount on instructional equipment (reading "labs" in particular) whose useful life is estimated to be five years, the annual cost of using such equipment is estimated to be less than 1975-76 expenditures. This difference was especially applicable in the elementary reading component.

For the elementary instructional components, estimated total costs and expenditures for instruction were similar; the decrease in instructional materials and equipment discussed above, being offset by the increased use of

FIGURE 3.12.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE



district instructional support staff. The largest difference was the use of district adminstrative personnel by the Title I program.

The ratio between expenditures and estimated total costs in Winston-Salem was such that expenditures amounted to 70% of estimated total costs at the total Title I level. At the elementary level expenditures accounted for 80% of the estimated total costs.

3.13 Yonkers

3.13.1 Allocation Policy

For the first implementation year, Yonkers will be making primarily intra-school changes. Title I services will be concentrated on elementary students. Because of school closings due to the city's financial problems, six of the nine elementary schools to be served during the Demonstration were Title I schools in 1975-76, and three were not. Of the nine schools to be served in 1976-77, four are designated "Demonstration" schools in which student targeting will be changed in order to deconcentrate Title I student services and serve more students. In the non-Demonstration schools, student eligibility procedures will remain the same as in 1975-76. Resources will be allocated to schools according to the number of students served per student at the rate of $319 for each student receiving reading instruction and $248 for each student receiving math instruction. Thus, the four Demonstration schools will receive more Title I funds than the non-Demonstration schools.

Student eligibility in both Demonstration and non-Demonstration schools will be determined in part by standardized test results and to a large extent on teacher judgement.

Changes in schools and students targeted are described in the following tables. There was no change in the number of elementary schools served in 1976-77 as compared with 1975-76. The 21.5% increase in the number of public elementary students represents a "small" change relative to the other districts.

SCHOOL TYPE	SCHOOLS SERVED	
	1975-76	1976-77
Public		
Elementary	9 of 31	9 of 25
Middle	4 of 8	1 of 8
High School	1 of 5	0 of 5
TOTAL PUBLIC	14 of 44	10 of 38
Non-Public		
Elementary	5	5
Institutions	1	1

SCHOOL TYPE	STUDENTS SERVED	
	1975-76	1976-77
Public		
Elementary	2,375	2,855
Middle and High	740	264
Non-public	735	735*
Institution	75	75*
TOTAL	3,925	3,929

*Estimated.

3.13.2 Other Factors

The Yonkers school district enrollment in 1975-76 was 27,683 students. In addition, 8,371 pupils were enrolled in 29 non-public schools. Despite its concentrated urban setting, Yonkers is only the fifth largest of the 13 Demonstration LEAs. In 1975-76 the Title I program served approximately 11% of the school-age population. Poverty eligible accounted for 16% of district area attendance eligible. Poverty saturation was 63%.

A combination of serious city fiscal problems* and declining enrollment resulted in the closing of six elementary schools and one middle school; four of the elementary schools and the middle school were Title I schools. As mentioned earlier, these school closures have affected Title I school targeting. The nature of the Demonstration in Yonkers has been affected in that several of the schools were closed which would have received Title I because of the changed eligibility used for the Demonstration. In addition to school closings, the fiscal crisis caused a cutback in school funds which has resulted in a 30% reduction in staff. This district staff reduction caused some dislocation and position changes among Title I staff. The city's fiscal crisis also has delayed planning for the 1976-77 Demonstration/ Title I program because of funding uncertainties for the school year.

Yonkers had non-federal per-pupil expenditures of $2,280 in 1975-76 which were the highest of all the Demonstration districts and substantially above the national average of $1,277. While this high level of spending is, in part, a reflection of district wealth, Yonkers also faced unusually high costs. Average teacher salary in the district was $18,500 and average fixed charges for district personnel were approximately 31%. Average Title I teacher salary was $17,294 plus fixed charges. Both of these are substantially above all the Demonstration districts, as well as above national averages. The level of teacher salary in Yonkers is partially attributable to the influential and powerful teachers' union.

Indirect charges made by the district to Title I funds were approximately 3.8%, but were made for only two components. Of Title I expenditures, indirect charges were only 0.7%.

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*The Yonkers public school system is fiscally dependent on the city government and school board trustees are appointed by the mayor.

Carry-over funds into 1975-76 were $505,431 or approximately 27% of Title I expenditures.

Imputed rent was $3.47 per square foot.

Although there was a state compensatory education program (PSEN)* in Yonkers, district representatives were unable to supply information about the program.

3.13.3 Program Delivery 1975-76

Non-$ Descriptors

Table 3.13.1 describes the instructional services offered by the Title I program in Yonkers. As indicated in the table, instructional services were concentrated at the elementary level. Of the two elementary components, the ACTION program and the math labs, the former, which was primarily provided remedial reading services, was the more intensive; it had greatest concentration of services per student (FTE/students served = .12), provided the largest amount of class hours and served the largest number of students.

The actual teacher/aide ratio for both complete Title I and elementary instruction is close to .5 in both cases.

$ Descriptors

Expenditures. Expenditures for the 1975-76 Title I program in Yonkers amounted to $1,868,158.

Expenditures per student:	$ 476.00
Expenditures per student FTE:	$5,167.00
Expenditures per student hour: (per class hour: $37.60)	$ 5.45

*Expenditures during 1975-76 for PSEN were approximately $207,500.

TABLE 3.13.1

NON-$ DESCRIPTORS BY INSTRUCTIONAL COMPONENT

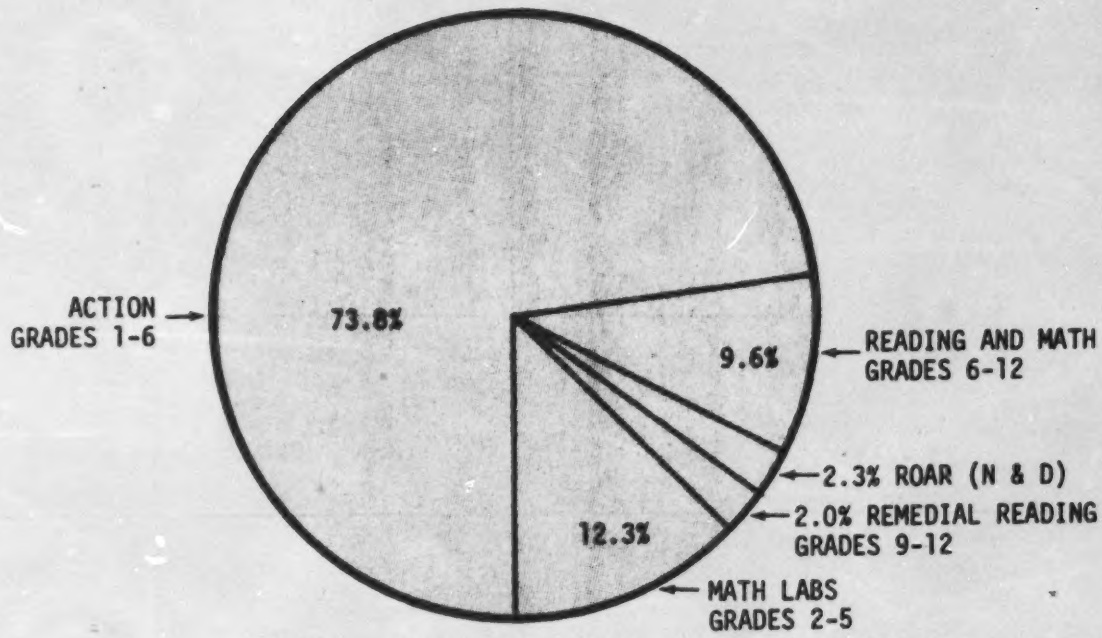
COMPONENT	STUDENTS SERVED		HOURS OF INSTRUCTION		STUDENT FTE		FTE / STUDENTS SERVED	AVERAGE SECTION SIZE (Number of Students)	STAFF PER SECTION	INSTRUCTIONAL SCHEDULE
	Number	% of Total	Number	% of Total	Number	% of Total				
ACTION (Reading and Bilingual Instruction) Grades 1-6	2,450*	62%	42,000	85%	294	81%	.12	7	1 Specialist	45 Minutes/Day 4 Days/Week Full Year
Math Labs Grades 2-5	660*	17	2,640	5	40	11	.06	15	1 Specialist 1 Aide	30 Minutes/Day 3 Days/Week Full Year
Remedial (Career) Reading Grades 9-12	65*	2	433	1	4	1	.06	10	1 Specialist	20 Minutes/Day 5 Days/Week Full Year
Reading & Math Grades 6-12	675*	17	3,616	7	23	6	.03	7	1 Specialist 1 Aide	45 Minutes/Day 5 Days/Week 10 Weeks/Year
ROAP (N & D) Grades 1-12	75	2	1,000	2	1**	1	<.01	1	1 Specialist	20 Minutes/Day 1 Day/Week Full Year
TOTAL	3,925	100%	49,689	100%	362	100%	.09	6.9		

*Includes parochial school students.

**Estimated.

ACTUAL TEACHER/AIDE RATIO	
Complete Title I	.48
Elementary Instruction Only	.46

FIGURE 3.13.1
PERCENT OF 1975-76 TITLE I EXPENDITURES BY PROGRAM COMPONENT



The ACTION component which, as noted above, provided most of the Title I instructional services, also accounted for the largest portion of Title I expenditures. Although this component provided approximately 81-85% of total services to 62% of targeted students, its expenditures (73-78% of the total) were less than proportionate when compared with the services it provided.

Expenditures by component and level were as shown in Table 3.13.2 below:

TABLE 3.13.2

EXPENDITURES BY INSTRUCTIONAL COMPONENT

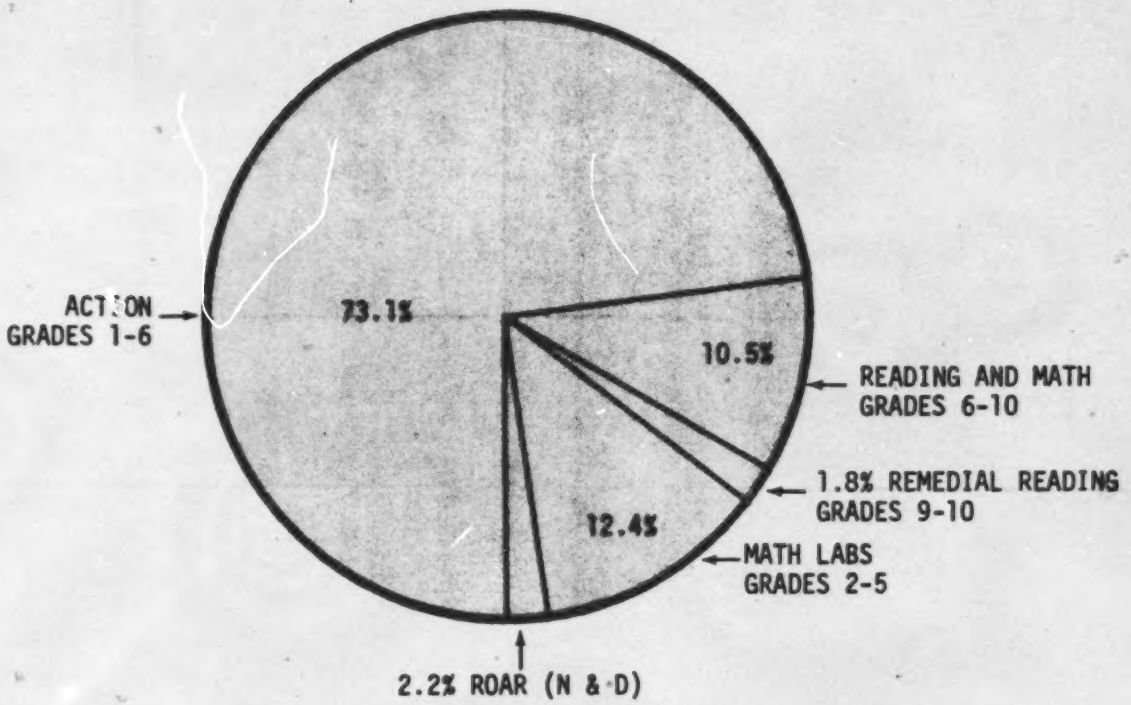
COMPONENT	EXPENDITURES	$ PER STUDENT	$ PER STUDENT FTE
ACTION (Reading)*			
Grades 1-6	$1,352,641	$563	$4,690
Math Labs			
Grades 2-5	232,670	348	5,808
Reading and Math Grades 6-12	36,300	558	9,215
Remedial (Career) Reading			
Grades 9-12	179,551	266	7,800
ROAR (N & D) Grades 1-12	45,778	581	NA
LEVEL**			
Elementary	1,585,311	517	4,823
Secondary	215,851	292	7,994

*For a reading/math comparison, note the ACTION and elementary math labs are compared.
**ROAR (N & D) component not included.

Estimated Total Costs. The estimated total cost of the 1975-76 Title I program in Yonkers was $2,001,797.

Estimated total cost per student:	$ 510.00
Estimated total cost per FTE student:	$5,537.00
Estimated total cost per student hour: (per class hour: $40.29)	$ 5.84

FIGURE 3.13.2
PERCENT OF TITLE I ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT



Estimated total costs by component and program level are as shown in Table 3.13.3 below.

TABLE 3.13.3

ESTIMATED TOTAL COSTS BY PROGRAM COMPONENT AND LEVEL

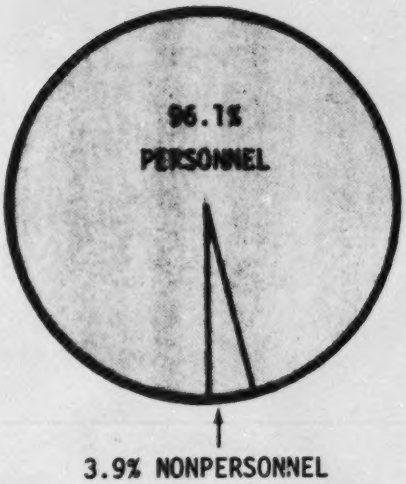
COMPONENT	ESTIMATED TOTAL COSTS	ESTIMATED TOTAL COSTS PER STUDENT	ESTIMATED TOTAL COSTS PER STUDENT FTE
ACTION (Reading)			
Grades 1-6	$1,463,706	$597	$4,979
Math Labs			
Grades 2-5	247,563	375	6,252
Reading and Math			
Grades 6-12	210,163	311	9,133
Remedial (Career) Reading			
Grades 9-12	36,695	565	9,315
ROAR (N & D)			
Grades 1-12	43,670	582	NA
LEVEL*			
Elementary	1,663,888	535	4,988
Secondary	246,858	334	9,143

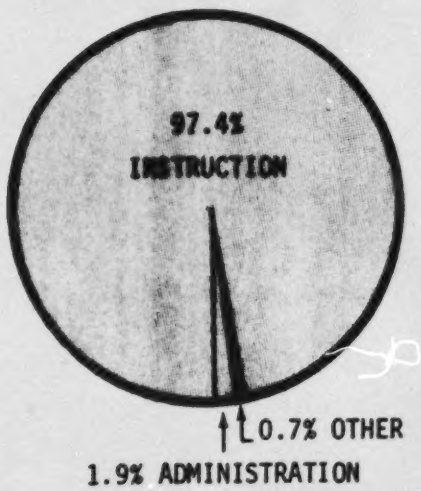
*ROAR (N & D) not included.

Figure 3.13.3 below compares Title I expenditures with estimated total cost by resource type.

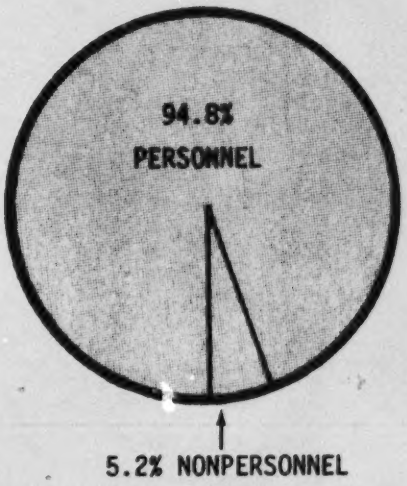
FIGURE 3.13.3
TITLE I EXPENDITURES AND ESTIMATED TOTAL COSTS BY RESOURCE TYPE

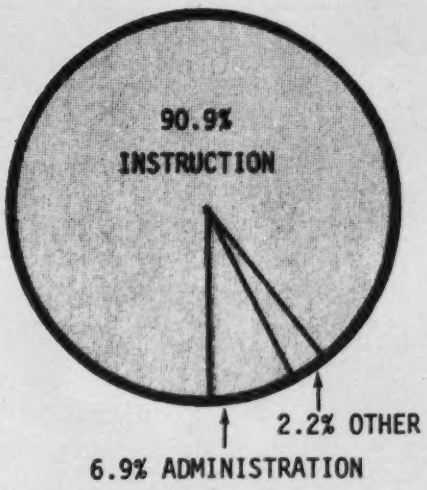
Expenditures = $1,868,158





Estimated
Total Costs = $2,001,797





Expenditures and estimated total costs were both largely composed of instructional personnel, for both complete Title I and elementary instruction. Figure 3.13.3 indicates that total costs for instructional personnel did not differ significantly from expenditures, and that other types of resources were provided by the district to supplement the Title I program resources. These took the form of district provision of instructional materials, administrative personnel, and space facilities, the latter two being the most important.

Given the strained fiscal condition of the district and the presence of an influential teachers union which would act against personnel cutbacks, it seems appropriate that only a small amount of Title I funds would be spent on resources other than instructional personnel and that the district would provide administration and materials where necessary.

In summary, there was only a small difference between Title I expenditures and estimated total costs in Yonkers. The ratios of expenditures to estimated total costs for the complete Title I program and to elementary instruction only are .93 and .94 respectively.

APPENDIX A

Glossary of Terms and Measurement Units

Administration: Expenditures for estimated total costs for administration are calculated by summing the dollar amounts for non-program administrative personnel; program administrative personnel; research/evaluation personnel; fixed charges for personnel; and materials, supplies, services and equipment used for administration.

District Poverty: District poverty is estimated by dividing the number of poverty-eligible students by the area attendance eligible students in each district.

FTE: Abbreviation for full-time equivalent. Pupil FTE represents the full-time equivalent of pupils served in an instructional component and is used as a unit of comparison.

Personnel FTE: Personnel FTE represents the total of staff of a given type in terms of full-time personnel. Salary FTE is the proportion of a full-year's salary received for work in a component.

Pupil FTE: Pupil FTE is calculated by dividing the amount of Title I instruction received by the average pupil in a component by the average amount of regular instruction received by a typical pupil at that grade level. The instructional scheduling variables used to calculate pupil FTE are minutes per day, days per week and weeks per year of Title I instruction and minutes per instructional day and days per year of regular instruction.

Pupil FTE represents the number of pupils who would receive the Title I services offered in terms of full-time instruction. The ratio of pupil FTE to students served represents the proportion of time spent receiving Title I instruction or the relative concentration of Title I services.

Space FTE: Space FTE represents the use of one whole pupil space for the whole instructional year. It is calculated by dividing use of the space type by the component to the availability of the space during the school year. The instructional variables used to calculate space FTE are average program section size, minutes per day, days per week, and weeks per year for Title I instruction and average regular class size length of school year.

Space FTE represents the number of full-year student spaces used by the Title I instruction in a component.

FTE/Students Served: The ratio of student FTE to enrollment is used as a measure of the concentration of services per student. It may be interpreted as the average proportion total instruction received by a Title I student from a particular instructional component. The higher the ratio, the more concentrated Title I services are per student.

Hours of Instruction:

Class hours: Class hours is the number of hours of instruction offered per year by an instructional component. Class hours are calculated from the instructional variables describing minutes per day, days per week, weeks per year, and number of program sections per year.

Student hours of instruction: Student hours of instruction represents the total instructional output of an instructional component (or group of components). It is calculated by multiplying class hours by number of student served per section. Student hours of instruction is a measurement of program output.

Both instructional class hours and student hours of instruction are used as units of comparison.

Imputed rent: Imputed rent is the estimated cost of one student space per instructional year. It is calculated from the costs to the district for operations, maintenance and debt service divided by the interior area of the district. One regular classroom is estimated to be 900 square feet and a trailer or special facility to be 450 square feet.

Instruction: Expenditures and estimated total costs for instruction are calculated by summing dollar amounts for instructional staff (teachers, specialists, and aides); instructional support staff; fixed charges and materials, supplies, services and equipment used for instruction.

N & D: N & D is an abbreviation for institutions serving students who are classified as Neglected and Delinquent. These institutions are typically public and receive at least some of their financial support from the LEA.

NA: Information not available.

Other: Expenditures and estimated total costs for instruction are calculated by summing dollar amounts for space use (where appropriate), travel, operations and maintenance charges; and direct charges.

PAC: Parent Advisory Council

Poverty Eligible: The number of poverty-eligible students is estimated according to the formula of the U.S. Commissioner of Education and includes children from poor families according to the U.S. Census, children in families receiving AFDC and children eligible for other reasons. For a complete description of the means by which this number is estimated, see James Vanecko, et al., ESEA Title I Allocation Policy: Demonstration Study--Implementation Decisions, Research Plan, (Cambridge, Massachusetts: Abt Associates Inc.).

Poverty Saturation: Poverty saturation is the proportion of poverty-eligible students served. It is calculated by dividing the total number of students served by Title I by the number of poverty-eligible students.